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SACRAMENTO CENTRAL CITY 1990 COMPREHENSIVE PLAN

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SACRAMENTO CENTRAL CITY 1990 COMPREHENSIVE PLAN
ENVIRONMENTAL IMPACT REPORT/STATEMENT

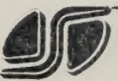
Prepared for
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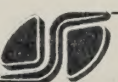
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SUMMARY AND INTRODUCTION

SUMMARY AND INTRODUCTION

This Environmental Impact Report has been prepared in accordance with the requirements of the City of Sacramento to accompany the proposed Central City 1990 Comprehensive Plan, and addresses impacts involved in implementing the Plan in the study area.

The Central City approximates the area sometimes called the "Old City", bounded by the Sacramento River on the west, the S.P.R.R. tracks on the north, Alhambra Boulevard on the east, and Broadway on the south. Approximately twenty-eight thousand persons live and about eighty-one thousand persons are employed within this area. Residential structures in the Central City range from single family homes, most of which were built before 1920, to large apartment complexes, some of which were recently constructed. Some of the older housing structures are substandard. Commercial establishments are found downtown and along several commercial corridors. Smaller convenience store establishments can be found throughout the area. Some light industry remains in the Central City along R Street and north of D Street. Offices located in the study area are used by both private firms and by governmental agencies and provide the major location of employment.

The population of the Central City is older, less wealthy, and smaller in household size than the population of the City as a whole. A large number of elderly and low income persons and families have moved into the area to take advantage of low rents. Many of these people live in substandard dwelling units. Most of the employee population lives outside the Central City, commuting mainly by automobile, with some recent increases in use of carpools and public transit.

The Central City 1990 Comprehensive Plan was prepared by the Central City Study Committee with the assistance of a team of consultants and city staff. R.C. Fuller Associates, the preparer of this Environmental Impact Report, had no role in the preparation of the Plan. The purpose of this report is to describe and analyze the impacts of implementation of the Plan. This report was originally prepared utilizing the draft final Plan document entitled "Sacramento Central City 1990 Comprehensive Plan" and dated February, 1977. Since this document was prepared the original Plan has been revised and supplemented. A summary of these revisions is included in this report at the conclusion of the Plan Description Section (Page 7). This report has been designed to be studied in conjunction with the Plan, although for analysis purposes specific aspects of the Plan are summarized within this report. Page numbers referenced within this report, where appropriate, have been changed to conform to the revised Plan. An addendum



discussing impacts resulting from revision of the Plan is included in this report following the Appendix (page 153).

Because of the many diverse elements operating within the Central City environment, it is extremely unlikely that 1990 conditions will be precisely as anticipated by the Central City Plan. Realistic Plan implementation will require response to situations which cannot be anticipated at present. Nevertheless, the Plan can serve as a major force to guide critical decisions so that the future is more like that envisioned by the Plan than would occur without Plan implementation. For purposes of impact analysis, however, it is necessary to assume the 1990 future as envisioned by the Plan as contrasted by the 1990 future without the Plan. This scenario allows for definitive analysis of Plan impacts and represents a reasonable structural framework within which the Plan can be analyzed.

The following outlines the major content of each section of the report except for the Plan Description Section. Subject headings utilized are identical to those within the report. For further information, the appropriate headings within the body of the report should be consulted.

DESCRIPTION OF ENVIRONMENTAL SETTING AND TRENDS

I. Land Use

A. Types

1. Residential. Central City residential land use declined prior to the early 70's due to conversion or replacement of homes with commercial or office facilities and freeway construction. Recent trends toward rehabilitation of homes and construction of multiple unit structures has stabilized residential land use.

2. Commercial. Central City office land use has recently increased both from new construction and conversion of homes. Retail land use has been relatively stable, with recent increases in the west end of the K Street Mall where a new hotel is also planned.

3. Public. Public land use within the Central City has remained relatively stable in recent years. State government has expanded into private space although new State construction is now contemplated.

4. Industrial, Heavy Commercial. Industrial and heavy commercial land use is relatively stable, with a slight tendency toward decline.

5. Open Space and Recreational. The Central City presently contains approximately 50 acres of parks and playgrounds. Future plans include a



park at the City landfill site and parkway development along the Sacramento River.

6. Other. Recent removal of structures without subsequent new construction has led to an increase in vacant land in some parts of the Central City.

B. Plans/Zoning/ Public Policy

Plans and public policy which involve the Central City include: City of Sacramento General Plan; Sacramento River Parkway Master Plan; Sacramento Bikeways Master Plan; Preservation Program; Regional Transportation and Land Use Plans; Capitol Area Plan; Sacramento Long-Range Facilities Plan; and Redevelopment Plans.

C. Land Economics

Central City property values have recently risen in certain areas through rehabilitation or conversion of single family homes to higher densities or rehabilitation and office use, and new construction. Within the Central Business District, land use for office space has generally risen in value while land used for retail space has declined in some areas and risen in others.

II. Socio-Economic

A. Demographic

Central City residents are generally older, less affluent, a greater percentage male, more racially mixed, and part of smaller household units than residents outside the study area. Trends which may alter this population profile include rehabilitation of homes by younger and more affluent persons, potential loss of low income housing, and construction of new high rent apartments.

B. Quality of Life

1. Housing and Neighborhoods. Traditional architecture still dominates most neighborhoods, some of which have a significant number of substandard structures. Rehabilitation of these structures and construction of new multiple family units will continue to upgrade housing quality.

2. Employment. The Central City is a regional employment center. Office related jobs and supporting service occupations are expected to continue to increase.

3. Recreation and Leisure. The Central City is and will continue to be a recreational and leisure center for public and private, organized and informal activities.



4. Shopping. After a period of decline, recent and planned construction of shopping facilities, especially in the west end of the K Street Mall could strengthen the Central City position as a shopping center for the greater Sacramento area. Convenience shopping throughout the Central City will continue to be important for residents and employees.

5. Services and Facilities. Various Central City public and private agencies provide services including welfare, social security, day care, religious and senior citizen, medical, police, fire and utilities. No major problems presently exist in provision of these services.

6. Visual and Aesthetic Values. The Central City generally possesses a positive visual and aesthetic environment, marred in certain areas by intrusive or clashing architectural styles and by deteriorated or poorly maintained structures.

C. Economics

Average income of Central City residents is lower than that of surrounding areas. Employment in the Central City is primarily white collar, with most employees living outside the study area. Industrial and heavy commercial operations will likely continue to relocate outside the Central City. Retail operations have been and will continue to be important to the Central City economy. Recent stabilization or increase in property values could contribute to Central City economic viability, unless these uses are too precipitous.

D. Education

The school age population of the Central City has declined in recent years, with some educational facilities being converted to other uses.

E. Attitudes and Lifestyles

Continued interest in the Central City as a place to live, increasing property values, and new construction will tend to create parts of the area as desirable places to live. The attitudes and lifestyles of Central City residents is characterized by a wide diversity of ethnic, racial and income types. This mix will likely continue, with some growth in higher income and education groups.

III. Physical Environment

A. Air Quality

The Sacramento area has a high potential for air stagnation, and so experiences several days each year when air quality is poor. Expected in-



creases in traffic may be balanced by implementation of emission controls, resulting in a general improvement in air quality.

B. Noise

The major noise source in the Central City is traffic. Other noise sources include railroad trains, powered tools and garden equipment, air conditioners, industry, and construction. A noise ordinance will impose limits on various types of noise levels within the Central City.

C. Ecosystems

In spite of the fact that the Central City environment is almost totally man-made, it hosts a wide variety of plant and animal life that is compatible with the urban environment. Birds are especially abundant, and provide a ready contact with nature for many Central City residents.

IV. Energy

A. Mobile

The major mobile use of energy within the Central City is motor vehicles. Increased Federal mileage standards should result in future decreases in energy consumed per vehicle.

B. Stationary

The major stationary user of energy within the Central City is that used to heat, cool and light buildings. State standards for insulation should assist in reducing the present gross inefficiencies presently typical of stationary energy users.

V. Transportation

A. Streets and Highways

With the construction of the I-80 and I-5 freeways, Central City surface street traffic was reduced by one-third. Recent trends indicate a continuation of a current increase in traffic of 1 to 2% per year, eventually resulting in congestion at critical intersections.

B. Public Transit

Recent increases in bus service have resulted in relatively complete coverage of the Sacramento metropolitan area. Routes are centered on the Central City, with many express busses catering to employees who work in



the Central City. Shuttle systems serve the K Street Mall and a free noon shuttle runs between shopping and State office areas. Handicapped service is provided.

C. Parking

The major growth in Central City parking spaces in recent years has been in off-street parking, including municipal and private structures as well as both County and State lots. At present curb spaces and space in certain lots in or near the Central Business District are at a premium during periods of high demand, but overall there is no critical parking space shortage within the Central City at present. Present rate structures favor long term parkers with further discounts available to carpool parkers.

D. Bicycle

Several bike routes currently serve the Central City. These routes share the street right-of-way with motor vehicles over most of their courses. Bicycle storage and parking facilities are provided by the City, State and many private employers. Growth in bicycle use of both transportation and recreation has grown substantially in recent years.

E. Rail

Passenger rail service to Sacramento is provided by AMTRAK located at the Southern Pacific Depot. Both Southern Pacific and Western Pacific provide freight service.

VI. History and Archeology

Major historic sites are located throughout the Central City. Recent emphasis has been placed on preserving and restoring homes with historic value.

IMPACTS OF PLAN PROPOSALS

I. Land Use

A. Types

1. Residential. The Plan proposes upgrading existing Central City residential neighborhoods by continued rehabilitation of structures and encouragement of compatible infill development. Planned high density residential development is proposed primarily in and around the Core. Plan implementation



should stabilize the number of single family homes and result in an increase in multiple family units, especially in planned developments. Should the Plan not be implemented, the number of single family homes would tend to continue to decrease, although at a slower rate than during recent years. Multiple family units would still increase without the Plan, although the increase would be more widely dispersed throughout the City in small projects, rather than the high density planned developments proposed by the Plan.

2. Commercial. The Plan proposes a major emphasis on providing additional "prestige" high rise office space in the Core area and revitalization of the Central Business District as a retail and visitor center. Without Plan implementation, commercial uses will continue to grow, but to a lesser degree and will be more widely dispersed throughout the Central City.

3. Public. Plan proposals do not directly include public land use, although Plan implementation will likely increase utilization (but not necessarily land area) of such public or quasi-public facilities as schools, churches, hospitals, and cultural facilities.

4. Industrial and Heavy Commercial. The Plan proposes a general maintenance of the present situation regarding industrial and heavy commercial land uses. Since these uses within the Central City have declined in recent years it is likely this trend will continue with or without Plan implementation.

5. Parks. Sixteen additional acres of Central City parks are proposed by the Plan along with additional open space linkages. Without Plan implementation some additional park space would likely be developed, but it is unlikely there would be any additional open space linkages.

6. Other. Plan proposals would result in a decrease in vacant land use and land used for parking. Without the Plan, parking land use could increase, primarily land used for private parking. Without the Plan, the amount of open land would likely stabilize or increase slightly.

B. Plans/Zoning/Public Policy

The Plan proposes to utilize zoning and public policy to establish and maintain recommended land usage throughout the Central City. In general, Plan goals are compatible with those of other plans and policies applicable to the area, except as noted in other sections of this report.

C. Land Economics

Plan proposals are generally directed toward revitalization of the Central



City which will likely result in a general increase in property values. Specific areas where traffic will increase, such as 15th Street north of F or business areas where curb parking is removed, may experience some loss or at least a slower growth in property values. Landowners whose property is rezoned to lower density, may also experience a decline or slow growth of property value.

II. Socio-Economic

A. Demography

With Plan implementation, the population profile of the Central City should more closely resemble that of the City as a whole, with a higher percentage of younger residents, families, and higher income residents. A potential major problem could be displacement of older and low income persons unless mitigation measures are taken.

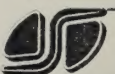
B. Quality of Life

1. Housing and Neighborhoods. The Plan proposes upgrading of existing housing stock, compatible infill development, conservation of neighborhood composition, participation of all socio-economic groups in conservation efforts, and minimum displacement of existing residents. These efforts could seriously impact lower socio-economic groups unless mitigation measures are taken. Without the Plan, rehabilitation of many neighborhoods will likely continue, with similar possible negative impacts, although to a lesser degree.

2. Employment. Under the Plan, the Central City will continue to act as a major employment center for the region. Full implementation of the Plan should result in increased job opportunities in Central City retail, service, and office occupations. Without the Plan, employment will also increase, although to a lesser degree.

3. Recreation and Leisure. Plan implementation would provide additional park space, open space linkages, and additional bikeways within the Central City. With or without the Plan, the Central City will continue to act as a regional center for public and private recreational and leisure activities, although the Plan should enhance this role to some extent.

4. Shopping. The Plan emphasizes development and revitalization of shopping in the Core and along existing major commercial corridors. Without the Plan, shopping within the Central City will be less concentrated, and total volume will likely be less.



5. Services and Facilities. Shifting of population profiles resulting from Plan implementation may result in shifting needs for services and require some changes in facilities. These changes should not generally be of a substantive nature.

6. Visual and Aesthetic Values. Implementation of the Plan will upgrade the overall visual and aesthetic environment of the Central City.

C. Economics

In general, implementation of the Plan should assist in revitalization of the Central City with resulting rising job opportunities, improved retail facilities, and rising local governmental revenues from rising property values. Large amounts of public and private expenditures will be required and some persons and groups will be negatively impacted, but the overall economic impact will be positive.

D. Education

Implementation of the Plan could result in an increase in school age population, with the possible need to expand existing facilities.

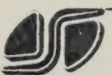
E. Attitudes and Lifestyles

The cultural mix in the Central City should not experience major change as a result of Plan implementation. Some possibility of displacement of low income and elderly residents exists, but this could be offset by appropriate mitigation measures. Educational levels, income levels, public transit use, and numbers of families are expected to increase somewhat. Without the Plan, continuing and perhaps growing interest in rehabilitation of older homes and other revitalization could result in changes similar to those fostered by Plan implementation, although not to as great a degree.

III. Physical Environment

A. Air Quality

The overall impact of the Plan will be to reduce traffic levels and, consequently, the total volume of pollutants emitted by motor vehicles. In specific locations, Plan proposals will concentrate traffic, resulting in increased local emissions. Energy conservation proposals of the Plan will also result in a decrease in volume of pollutants from stationary sources since the amount of energy utilized would be less.



B. Noise

Plan proposals which result in decreasing traffic levels in certain Central City areas will also result in decreased noise levels. Where the Plan results in increased traffic levels, noise levels will increase.

C. Ecosystems

The Plan will have a generally positive impact on existing Central City ecosystems. The proposed increases in open space and park acreage will generally enhance habitat conditions for those plant and animal species that have adapted to urban living.

IV. Energy

A. Mobile

Plan proposals to discourage use of single occupant vehicles should reduce fuel consumption beyond that which could be expected if the Plan were not implemented. Increased congestion at specific locations could offset this somewhat.

B. Stationary

Energy conservation measures proposed by the Plan should result in an overall decrease in energy use estimated at 17% within the Central City.

V. Transportation

A. Streets and Highways

The Plan proposes a network of major one and two-way streets upon which traffic would be expedited, minor one and two-way streets upon which traffic would be restrained, with traffic discouraged on all remaining local streets. Street modifications include extension of 15th Street to connect with Route 160, connection of Elvas Avenue and Richards Boulevard and connection of 7th and C Streets. Despite these modifications, the Plan anticipates a major increase in congestion within the Central City, although substantially less than that anticipated without the Plan.

B. Public Transit

The Plan proposes an increase in the bus fleet of almost four times the present number, expanded routes, possible exclusive bus lanes and a bus mall,



suburban park-n-ride facilities, an intermodal transportation center, and expanded shuttle system. Use of public transit is projected to increase substantially as a result of these measures.

C. Parking

The Plan proposes: revision of the parking code to reduce required spaces in specific instances; increase in number of spaces for short-term and decrease for long-term parkers; peripheral parking lots; removal of curb parking on high traffic streets; a residential permit program; and raising of parking fees. These measures are designed to reduce employee use, facilitate shopper use; encourage carpools and use of public transit, and redistribution of traffic to less congested areas. Without the Plan, parking fees will still rise somewhat and some of the other measures could be taken, but it is unlikely that such a comprehensive effort to reduce and redistribute parking would take place.

D. Bicycle

The Plan proposes six miles of bikeway with an exclusive right-of-way, thirteen additional miles of bikeways with a shared right-of-way, as well as more bicycle parking facilities. This is expected to result in an increase in bicycle use.

E. Rail

The Plan proposes investigation of a transit guideway system and a Historic Trolley Loop as part of an overall transportation system.

VI. History and Archeology

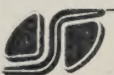
The Plan proposes conservation and preservation of historic structures throughout the Central City. Several existing preservation areas are in conflict, however, with areas designated for industrial use by the Plan.

IMPACT ANALYSIS

I. Unavoidable Adverse Impacts

Certain aspects of the following impacts of Plan implementation could be considered adverse. Positive impacts are covered in the previous section.

- Disruption of land use will occur as land use changes resulting from the Plan occur.



- Depression of land values could occur in some instances.
- Some displacement of population will occur.
- Some places of employment will close.
- Increased public expenditures will be required.
- Rents and property taxes will rise.
- Air quality will deteriorate in specific areas.
- Noise levels in specific locations will rise.
- Traffic congestion in specific locations will increase.

II. Irreversible Changes

The following adverse impacts appear to be essentially irreversible.

- Land use will be altered.
- Certain employment opportunities will be lost.
- Housing density will increase.
- Response time for emergency vehicles could increase in certain areas.
- Air quality will decrease in certain areas.
- Sewage volumes will increase.
- Noise levels will increase in certain areas.
- Traffic levels will increase in certain areas.
- Use of non-renewable resources will increase.
- Taxes and rents will rise.
- Population will increase.

III. Short-term vs. Long-term Productivity

Certain short-term negative effects discussed previously will occur as a result of the Plan, but the overall long-term effect should be beneficial.

IV. Growth-Inducing Impacts

The Plan is specifically designed to contribute to both population and economic growth within and beyond the Central City.

MITIGATION MEASURES

Because the Plan proposals are suggested measures, often of a general

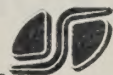


nature, proposal of mitigation measures of a specific nature is often premature. The following suggested measures are typical of those which could be utilized to mitigate expected negative impacts of the Plan. Feasibility of these measures will need to be examined at the time a specific action is proposed.

- Rising rents and property tax impacts on low income persons can be mitigated by tax reform, tax liens or other methods to defer taxes, tax credits, tax exemptions, or subsidies.
- Loss of employment from displacement of low rent businesses could be mitigated by provision of alternate sites, assistance in rehabilitating existing sites and by careful selection of clearance sites.
- Increased fire response time could be mitigated by expansion of facilities or by more sprinkler systems in structures.
- Economic impacts on the City can be mitigated by State and Federal assistance, in lieu payments by non taxpaying landholders or a City income tax.
- Economic impacts on homeowners could be mitigated by counselling to assist in owner improvements, property lien programs, publicly guaranteed low interest loans, use of volunteer labor, and obtaining Federal or State assistance.
- Noise impact can be mitigated by ordinance enforcement as well as land use separation and acoustical site and structural planning.
- Transportation impacts are difficult to mitigate, since the transportation plan is designed to mitigate expected problems. Most measures would merely shift impact location. However, measures such as the following could be proposed: Curb parking removal: removal only during peak hours, alternate parking provided, relocation assistance to businesses. Major street traffic increases: promotion of increased public transit use, strict law enforcement, planning for tolerant or low traffic generating uses. Truck interference: assistance with redesign to minimize conflicts. Congestion points: experimentation with alternate routing and control measures, promotion of staggered work and store hours, especially in vicinity. Residential impacts: assistance in site modification, with code revisions to facilitate change where needed.
- Conflicts between proposed uses and historic sites can be mitigated by preventing alternate site use, or by moving structures where feasible.

ALTERNATIVES

The major alternative to the Plan is no plan. This alternative would negate both the negative and positive impacts discussed previously. Alternative



applications of the Plan are possible which would result in greater or lesser degrees of benefit, as well as greater or lesser degrees of positive and negative impacts.



PLAN DESCRIPTION

The plan is designed to provide a comprehensive overview of the project's objectives, scope, and deliverables. It outlines the key components of the project, including the research methodology, data collection, and analysis. The plan also details the project's timeline, budget, and risk management strategy. The following sections provide a detailed description of the plan's components.

The project is organized into five main sections: Introduction, Methodology, Data Collection, Analysis, and Conclusion. The Introduction section provides an overview of the project's purpose and objectives. The Methodology section describes the research methods used to collect and analyze data. The Data Collection section details the sources of data and the methods used to collect it. The Analysis section describes the methods used to analyze the data and the results of the analysis. The Conclusion section summarizes the findings of the project and provides recommendations for future research.

The project is designed to be completed within a six-month period. The budget for the project is estimated to be \$100,000. The risk management strategy involves identifying potential risks and developing mitigation plans to minimize their impact on the project.

1. Introduction

The purpose of this project is to investigate the relationship between the variables X and Y. The project is designed to provide a comprehensive overview of the project's objectives, scope, and deliverables. It outlines the key components of the project, including the research methodology, data collection, and analysis. The plan also details the project's timeline, budget, and risk management strategy. The following sections provide a detailed description of the plan's components.

2. Methodology

The methodology section describes the research methods used to collect and analyze data. The project is designed to be completed within a six-month period. The budget for the project is estimated to be \$100,000. The risk management strategy involves identifying potential risks and developing mitigation plans to minimize their impact on the project.

The project is organized into five main sections: Introduction, Methodology, Data Collection, Analysis, and Conclusion. The Introduction section provides an overview of the project's purpose and objectives. The Methodology section describes the research methods used to collect and analyze data. The Data Collection section details the sources of data and the methods used to collect it. The Analysis section describes the methods used to analyze the data and the results of the analysis. The Conclusion section summarizes the findings of the project and provides recommendations for future research.

PLAN DESCRIPTION

PLAN DESCRIPTION

This report is designed to be utilized in conjunction with the draft final plan document, Sacramento Central City 1990 Comprehensive Plan, dated February, 1977. Throughout this section and the remainder of this report, reference to the Plan will be made with specific page numbers given. The purpose of this Plan Description section is to summarize the major provisions of the Plan within the several subject categories which will be utilized throughout this report. Since the following is a summary, the Plan should be consulted for detailed information.

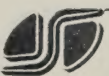
The Plan consists of seven components. Four of these are designated as "land use" components. These are the "Core", the "CBD" and residential and non-residential portions of the "Frame". The Core is that area roughly bounded by H, R, 16th Streets and the Sacramento River. Within the Core is the "Central Business District" (CBD) bounded by 3rd, 16th, I and L Streets. The remainder of the Central City, the Frame, consists of both residential and non-residential land use areas. The remaining three Plan components are designated as "System" components relating to the entire Central City: "Open Space", "Transportation" and "Energy". The Plan Description section of this report is divided into two major sections, (1) Land Use and (2) Systems Component summaries.

I. Land Use

For purposes of analysis, this environmental study has summarized the Plan land use proposals into (a) Residential, (b) Commercial and (c) Industrial and Heavy Commercial. See Comprehensive Plan Map.

A. Residential

1. Central Business District. The Plan divides the CBD into four land use areas, two having no residential usage: the "Shopping Center" bounded by 3rd, 7th, J and L Streets; and the "Commercial Market", bounded by 11th, 13th, J and L Streets. Residential use will be allowed in the other two: the "Multi-use Center", bounded by 3rd, 15th, I to J and 7th, 11th, J to L Streets; and the "Planned High Density Residential/Office" development (14th, 16th, J to L Streets).



The Multi-use Center will include residential, care facilities, public, commercial, office and hotel uses. Buildings will be of varying heights as dictated by usage. Residential use will be encouraged by allowing sufficient building height to permit residential usage on upper floors of commercial structures, together with ample landscaped open space and recreational facilities.

The Planned High Density Residential/Office development is to be limited to residential and office uses, with the exception of resident-oriented convenience commercial facilities. Density is proposed to be high enough to provide sufficient support to non-residential uses, but at the same time low enough to provide a desirable living environment.^{7*}

2. Balance of Core. Areas within the Core in which residential uses are to be encouraged include State owned land and the area generally between 12th, 14th, G and I Streets. See Plan, pages 47-50. To afford a "neighborhood character" consistent with the surrounding area, development in these "Planned Residential" areas will be low to mid rise with ample ground level landscaping and open space.

3. Frame, Residential Portion. The Plan proposes conservation of existing housing stock in the Frame where feasible, compatible infill residential development, and preservation of historically and architecturally significant structures.

B. Commercial

1. Office. Office uses will be encouraged in the Multi-use Center, the Commercial Market, and Planned High Density Residential/Office Area, Urban Office Area, Old Sacramento, in non-residential designations of the Frame, and in a portion of the Planned Residential Neighborhood-Mid Rise area. The magnitude of this development will vary in response to the character of each of these areas. Office use of historically and architecturally significant structures in Commercial, Office and Mixed Use areas will be encouraged.

* Numbers refer to entries in Reference Section



2. Retail. Retail commercial uses will be permitted in the Shopping Center, Multi-use Center, Old Sacramento, Commercial Market, and mixed use, commercial, and commercial/office zones. Neighborhood commercial will be encouraged where appropriate. Plan zoning will include commercial designations in the following areas: west of I-80 along the eastern edge of the Central City; between J and N Streets along the Alhambra Corridor, between X Street and Broadway from 31st Street to I-5; along the 12th and 16th Street corridors, and in a few smaller pockets. The Plan encourages mixed land uses in and around the Central Business District to increase economic viability; to improve existing business/commercial corridors, and to encourage a more compact and centralized development which will not encroach into low-density residential areas. See Comprehensive Plan Map inside front cover of Plan.

C. Industrial, Heavy Commercial

Industrial and heavy commercial uses will occur in the Frame portion of the Central City. New development must occur as "infill" within existing industrial areas. See Comprehensive Plan Map inside front cover of Plan.

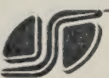
II. System Components

A. Open Space and Recreation

Open space linkages are planned to allow easy access between existing and planned neighborhoods and recreational facilities. Linkages will include pedestrian and/or bicycle circulation within the Central City.

A total of 4.4 miles of pedestrian linkage is proposed, including mileage within the Sacramento River Parkway, planned residential areas, and the bus mall. Also planned are 18 miles of bikeways including 5 miles of Class I bike paths (with separate rights-of-way) and 13 miles of bike lanes which would share portions of the streets with auto traffic.

With Plan implementation, 16 acres of new park space will be developed within the Central City. Seven new parks, totalling 10 acres, will serve "existing neighborhoods". The remaining 6 acres will be developed within the new "planned neighborhoods".



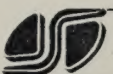
B. Transportation

1. Streets and Highways. The Plan proposes several major changes in Central City Roadways as discussed in the Plan. These include:

- a. Connection of the present Elvas and Richards Blves.; see map in Plan.
- b. Extension of 15th Street Northward to meet Route 160 at Sproule Avenue; see Plan map.
- c. Establishment of "Major" one-way and two-way streets upon which traffic will be expedited. Establishment of "Minor" one-way streets upon which traffic will be restrained and "Minor" two-way streets to serve as neighborhood collectors and serve public transit. All other streets will be designated "local" streets upon which through traffic would be discouraged. See Plan map and text.
- d. Connection of the present C and 7th Streets as discussed in Plan.
- e. Construction of S Street on and off ramps at Interstate 5, see Plan map.
- f. Provision of a direct southbound off-ramp from Interstate 80 to westbound I Street, closure of the E street ramps and construction of an I Street freeway underpass.

2. Parking. The Plan proposes parking measures designed to assist in the proposed modification of Central City travel patterns. These measures include:

- a. Parking rate restructuring to discourage employee parking and encourage visitor and shopper parking in the Central City.



b. Provision of parking at the fringe of the Core area with access to convenient public transit.

c. Provision of a permit program to discourage commuter parking in residential neighborhoods.

d. Preferential parking for carpools and vanpools.

e. Adjustments of parking requirements for new developments to reward measures for reduced automobile usage.

f. Joint use of parking facilities where feasible.

Parking proposals are discussed in detail in the Plan and in the Parking Management Plan.

3. Public Transit. Plan proposals to encourage utilization of public transit include the following:

a. Provision of park-n-ride facilities and express bus routes to serve suburban areas.

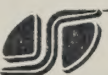
b. Possible preferential or exclusive bus facilities on major commuter routes.

c. Conversion of 8th Street between H and P Streets to a bus/pedestrian mall.

d. Possible utilization of the Interstate 80 bypass corridor for a bus priority facility.

e. Increases in frequency and coverage of local transit routes within the Central City Frame area.

F. Door-to-door public transit for handicapped and elderly.



g. Expansion of shuttle bus service to serve major destinations within the Central City.

h. City support of investigations into light rail transport between the Central City and the Northeast suburban area.

i. City support of investigations of the potential for a historic trolley car line within the Central City.

j. Development of a Multi-Modal Transportation Center at the site of the existing Southern Pacific Depot at 3rd and I Streets.

Public transit proposals are discussed in the Plan.

C. Energy:

1. Stationary. Plan proposals to encourage energy conservation among stationary users include the following.

a. Encourage consumer education and information programs.

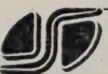
b. Encourage cooperation between local government and utilities to achieve mutual energy objectives.

c. Encourage building code restructuring by utilities to foster energy conservation.

d. Encourage building code revisions and other measures to conserve energy.

e. Encourage investigation of Modular Integrated Utility Systems (MIUS) which offer the potential of generating their own electricity.

f. Encourage use of solar energy and protection of "Sun Rights".



2. Mobile. Plan proposals to encourage conservation among mobile users include the following.

- a. Encourage workers to live closer to employment.
- b. Provision of shopping convenient to all residential areas.
- c. Encourage use of public transit, walking, and bicycling to replace automobile trips within the Central City.
- d. Propose parking measures to discourage commuter parking and encourage carpools, vanpools, and public transit use.

MODIFICATIONS TO THE ORIGINAL CENTRAL CITY PLAN

Since this Plan Description section was written, the Plan has been revised, both in content and format. The revised Plan now consists of four components: 1) Land Use Plan; 2) Systems Plan (Transportation, Open Space); 3) Housing; 4) Other Provisions (Energy, Citizen Participation, Use of Freeway Right-of-Way). Significant changes in content of these sections are summarized below. Impacts resulting from these revisions are contained in an addendum which follows the Appendix of this report.

Land Use Plan. Most land use changes apply to the "Frame-Residential Portion" section and include: removal of the Point Program and density incentives; a shift of emphasis from mandatory to voluntary housing code enforcement; replacement of the Conservation Program by the Structure Improvement Program; addition of zoning modifications to implement the Land Use Plan; and, within the "Frame-Nonresidential Portion" section, addition of height restrictions.

Systems Plan. Changes are primarily format revisions.

Housing. New housing section includes recommendations regarding: meeting market rate housing demand through new construction as infill or as replacement for structures infeasible for rehabilitation; necessary funding to provide replacement units for displaced low income households through new construction, rehabilitation, and rental assistance or subsidy programs; and locating additional adequate housing for indigent persons throughout the County rather than concentrated in the downtown area.

Other Provisions. Energy: Major changes include deletion of references to solar energy or sun rights. Use of Freeway Rights-of-way: New recommendations regarding future use of freeway rights-of-way.



DESCRIPTION OF ENVIRONMENTAL SETTING AND TRENDS

The purpose of this section is to provide a description of the environmental setting and trends in the area of the proposed project. This section includes a description of the physical environment, including the land use, topography, and climate. It also includes a description of the biological environment, including the flora and fauna. The section also includes a description of the social and economic environment, including the population and the economy. The section is organized into three main parts: (1) Physical Environment, (2) Biological Environment, and (3) Social and Economic Environment. Each part includes a description of the current conditions and a discussion of the trends that are likely to occur in the future.

1. Physical Environment

A. Land Use

The land use in the area of the proposed project is primarily agricultural. The majority of the land is used for the production of crops, including corn, soybeans, and wheat. There are also some areas of land that are used for residential purposes, including small farms and ranches. The land use is generally consistent with the surrounding area, which is also primarily agricultural. The land use is expected to remain relatively stable in the future, although there may be some changes in the types of crops that are produced.

The topography of the area is generally flat, with some low hills and valleys. The climate is temperate, with average annual temperatures ranging from 50 to 60 degrees Fahrenheit. The area receives an average of 40 inches of precipitation per year. The land use is generally consistent with the surrounding area, which is also primarily agricultural. The land use is expected to remain relatively stable in the future, although there may be some changes in the types of crops that are produced.

The population of the area is approximately 10,000 people. The majority of the population is employed in agriculture, with some people working in manufacturing and service industries. The economy is primarily based on agriculture, with the production of crops and livestock being the main sources of income. The population is expected to remain relatively stable in the future, although there may be some changes in the types of jobs that are available. The economy is expected to remain relatively stable in the future, although there may be some changes in the types of products that are produced.

DESCRIPTION OF ENVIRONMENTAL SETTING AND TRENDS

DESCRIPTION OF ENVIRONMENTAL SETTING AND TRENDS

The purpose of this section is to describe conditions within the Central City as they presently exist. These existing conditions have been categorized into six major subject headings: Land Use; Socio-economic; Physical Environment; Energy; Transportation; and History/Archeology. Material presented in each of these categories is designed to describe conditions which will be potentially affected by the proposed Central City 1990 Comprehensive Plan. For ease in comparison, the Plan Impacts section which follows this section is organized into the same categories.

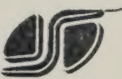
I. Land Use

A. Types

1. Residential. In 1975, the Central City Study Area contained 16,975 dwelling units on 631.3 acres.³⁷ These units ranged from single family residences to large "superblock" apartment structures.¹ During the five years between 1970 and 1975, the number of single family homes in the Central City decreased from 3400 to 2690. During the same time period multiple family dwellings increased from 13,170 to 14,285.³⁷

The typical lot size in the Central City is 40 x 160 feet, although a great number are 40 x 80 foot lots. Many of these lots contain single family dwellings while others have been used for the construction of small apartment buildings holding 4 to 12 units.¹⁹

To facilitate study of the Central City, the area was divided into nine neighborhoods, based on census tracts and common housing conditions and problems. These neighborhoods are: Northeast; East, North of Capitol; East, South of Capitol; Southside; Southeast; South of Capitol; Central Business District; Alkali Flat and Washington. These neighborhoods differ from those shown in the Plan for the following reasons: (1) The depth of information requested for this report required the use of precise census tract boundaries as neighborhood boundaries and (2) this report covers the entire Central City, while the Plan describes neighborhoods only outside the Core. These neighborhoods are shown on Figure 1.



CENTRAL CITY
IMPACT ANALYSIS
BOUNDARIES

NEIGHBORHOOD BOUNDARIES

Legend:

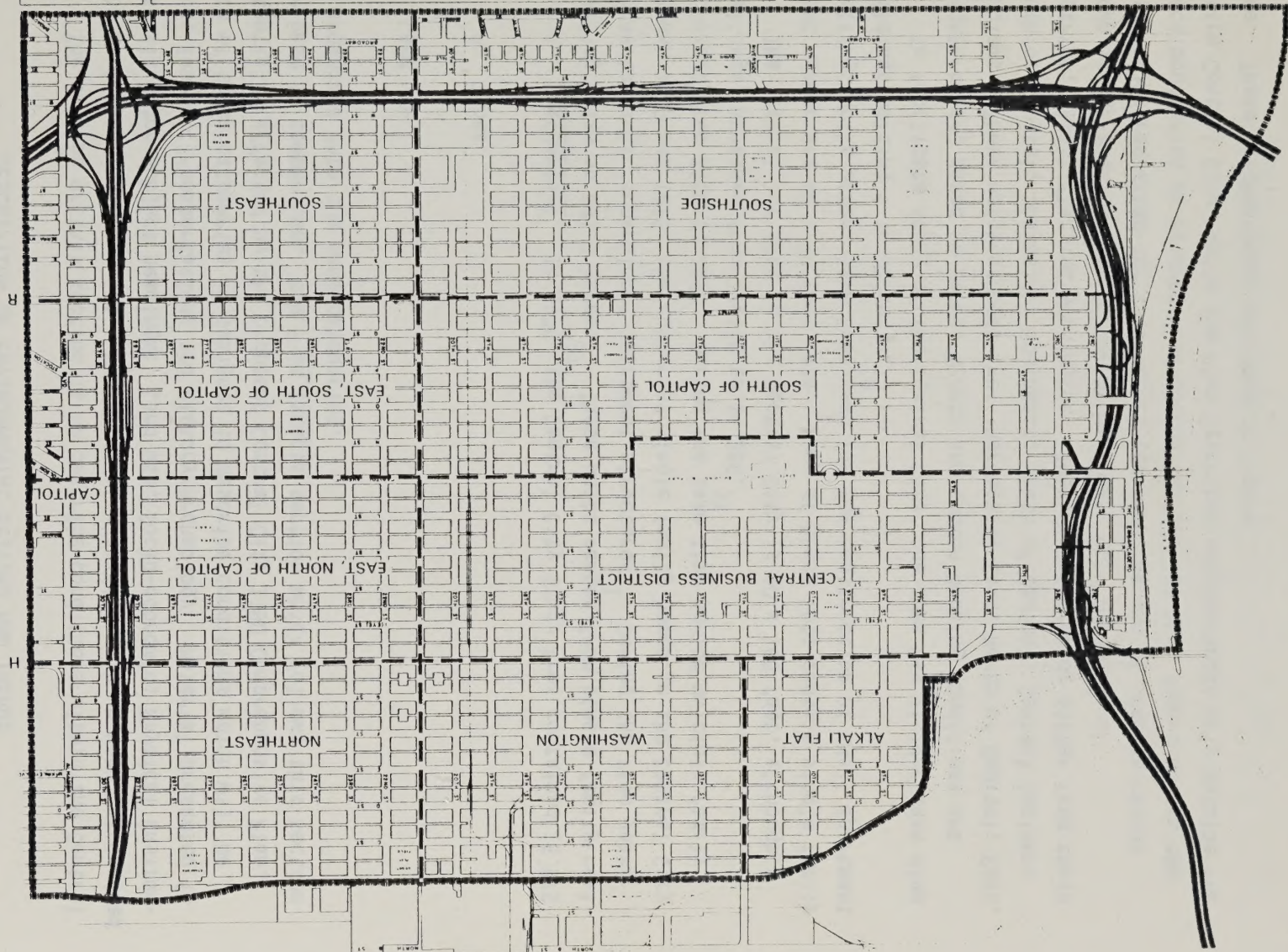
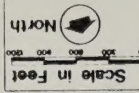


FIGURE 1

Housing density varies from a low of 17.7 dwelling units/acre in the Northeast to a high of 44.4 in the South of Capitol neighborhood. These figures reflect the character of each, as the Northeast neighborhood is primarily a single family neighborhood, and the South of Capitol neighborhood has a large percentage of apartments. Table 1 shows the type and number of dwelling units found in the Central City in 1975. Table 2 breaks the figures down by neighborhood.³⁷

Historically and architecturally significant buildings have been designated and protected under the guidelines set up in Chapter 32 ("Preservation of Historic Structures") of the City Code. Concentrations of these structures are shown on Figure 2.

a. Northeast Neighborhood. The Northeast neighborhood (Figure 1) is bounded by 21st Street, H Street, Alhambra Boulevard and the Southern Pacific Railroad tracks.¹⁹ This neighborhood covers 249.5 acres, about 53% of which is residential. In 1975, 23.5% of the dwelling units were single family homes, located on 73.5 acres. Historically and architecturally significant structures are found along the western and southwestern boundaries of the neighborhood in the Boulevard Park Preservation Area.¹⁶ Duplexes comprise 7.5% of the total dwelling units, and 4.1% of the total acreage.³⁷ A large number of apartment, 48% of all dwelling units, were in five to thirty-unit structures. At the time of the land use inventory (1975) no complexes larger than thirty units were listed.³⁷ Most new construction was on single lots, with 8 or 9 units per lot.¹⁹

b. East, North of Capitol. This high-density neighborhood is bounded by H Street, Capitol Avenue, 21st Street and Alhambra Boulevard.¹⁹ Over 54.8% of all units have 5 rooms or more, 89.1% are multiple family dwellings, and 89.4% are rental units.¹ Two-thirds of the structures were built before 1939, and less than 7% of present structures were built in the last six years. Single family homes and duplexes comprise 19.2% of the dwelling units. Apartment structures include mid-rise buildings around Sutter's Fort, a newer high-rise building for the elderly at 23rd and K Streets, and buildings with 8 or 9 units on single lots. A few units are over commercial establishments. A total of 65.8 of the 195 acres of the neighborhood are in residential uses, with an overall density of 24.2 dwelling units/acre.³⁷

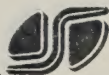


Table 1

DWELLING UNITS, CENTRAL CITY 1975

<u>Type</u>	<u>Number</u>	<u>% Of Total</u>
Single Family	2690	15.8%
Two Family	1456	8.6%
Three & Four Family	3487	20.5%
Five-thirty Family	8293	48.9%
Thirty Plus Family	1006	5.9%
Group Quarters	31	.2%
Trailer Parks	12	.1%
Totals	16,975	100.0%

Source: SRAPC, Land Use Inventory, 1975



Table 2

LAND USE INVENTORY - HOUSING STATISTICS, 1975

<u>Neighborhood</u>	<u>Dwelling Units</u>	<u>Acres</u>	<u>Neighborhood</u>	<u>Dwelling Units</u>	<u>Acres</u>
Alkali Flat			Washington		
Single Family	58	2.9	Single Family	246	16.0
Two Family	68	1.7	Two Family	228	7.4
Three & Four Family	212	3.5	Three & Four Family	455	9.9
Five-Thirty Family	399	5.0	Five-Thirty Family	897	14.6
Thirty-Plus Family	0	0.0	Thirty-Plus Family	40	.4
Group Quarters	3	1.2	Group Quarters	6	.8
Total	<u>740</u>	<u>14.3</u>	Total	<u>1872</u>	<u>49.1</u>
East, South of Capitol			East, North of Capitol		
Single Family	198	15.8	Single Family	178	19.6
Two Family	158	6.3	Two Family	128	7.0
Three & Four Family	449	12.0	Three & Four Family	434	15.9
Five-Thirty Family	1222	24.5	Five-Thirty Family	725	20.0
Total	<u>2027</u>	<u>58.6</u>	Thirty-Plus Family	123	2.7
Southside			Group Quarters	5	.6
Single Family	730	68.3		<u>1593</u>	<u>65.8</u>
Two Family	406	20.6	South of Capitol		
Three & Four Family	599	20.2	Group Quarters	3	.8
Five-Thirty Family	596	13.7	Single Family	115	7.6
Thirty-Plus Family	61	1.0	Two Family	122	4.3
Total	<u>2392</u>	<u>123.8</u>	Three & Four Family	472	17.4
Southeast			Five-Thirty Family	1953	34.8
Single Family	512	41.0	Thirty-Plus Family	335	2.4
Two Family	136	5.4	Trailer Parks	12	.5
Three & Four Family	321	8.6		<u>3012</u>	<u>67.8</u>
Five-Thirty Family	767	15.3	Central Business District		
Group Quarters	3	.3	Single Family	38	3.3
Total	<u>1739</u>	<u>70.6</u>	Two Family	36	2.1
Northeast			Three & Four Family	131	3.5
Single Family	615	73.5	Five-Thirty Family	613	18.5
Two Family	174	10.2	Thirty-Plus Family	447	21.6
Three & Four Family	414	16.6	Group Quarters	2	.3
Five-Thirty Family	1121	30.6	Total	<u>1267</u>	<u>49.3</u>
Group Quarters	9	1.1			
Total	<u>2333</u>	<u>132.0</u>			

Total Residential Acreage: 631.3

Total Dwelling Units: 16,975

Source: SRAPC Land Use Inventory, 1975

PROPOSED
PRESERVATION AREAS

Legend:

-  PRIORITY STRUCTURES
-  ESSENTIAL STRUCTURES

Scale in Feet

0 200 400 600 800 1000

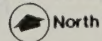
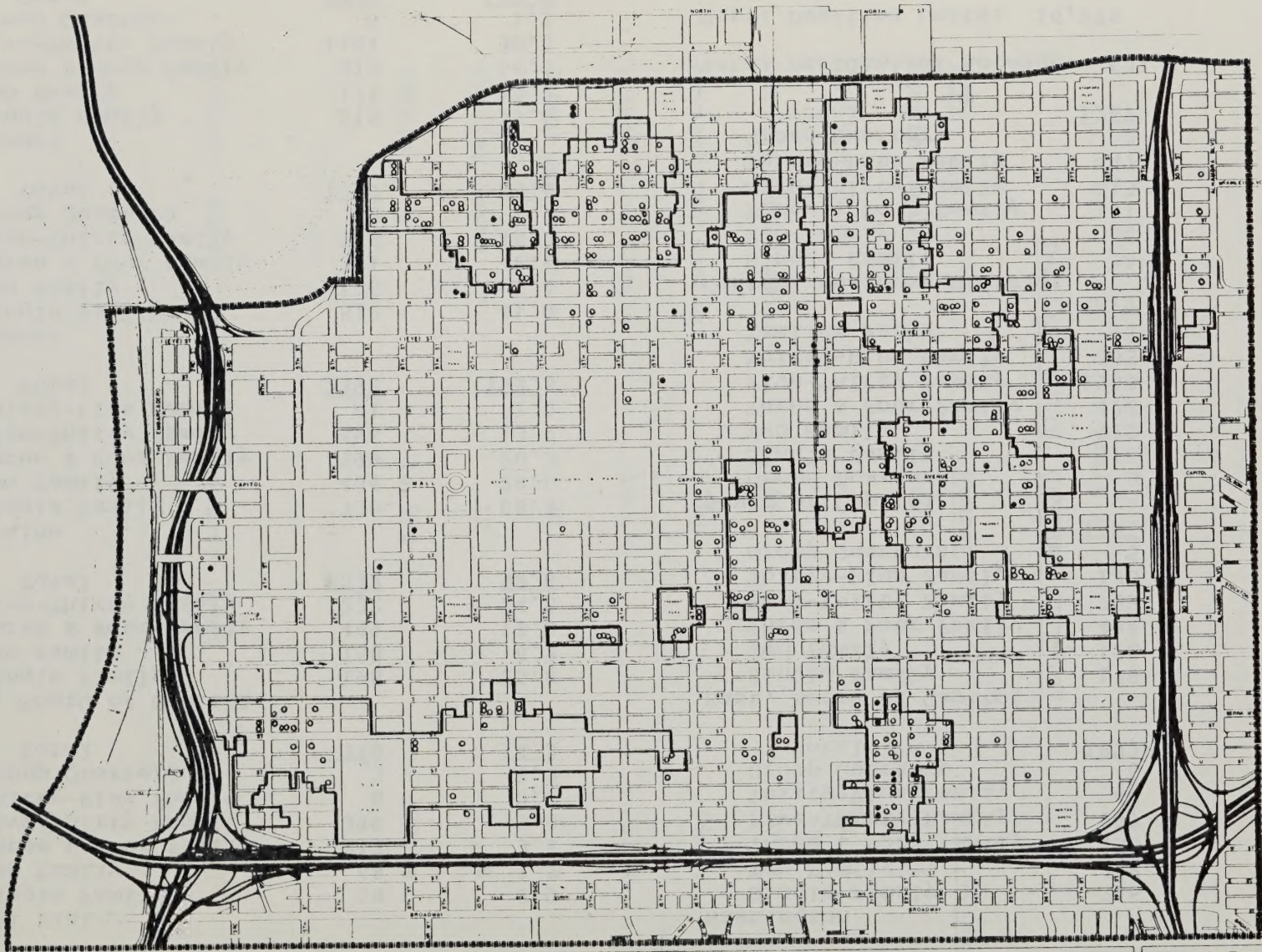


FIGURE 2



c. East, South of Capitol. This 45-square block neighborhood is bounded by Capitol Avenue, Alhambra Boulevard, R Street, and 21st Street.⁴ Less than 10% of the dwelling units are single family homes.³⁷ Few potential housing development sites remain. The neighborhood contains many newer structures, due to building surges in the 1950's and 60's.¹⁹ Since 1970, 107 multiple family dwelling units have been built. During the same period there was a loss of 89 single family homes. Duplexes total 7.8% of all dwelling units.¹ Total acreage in residential uses was 58.6, 29.7% of the total. Dwelling unit density was 34.6 units/acre.³⁷

d. South of Capitol. This neighborhood incorporates most of the existing State government office complex and that area designated by the Capitol Area Plan for State Government expansion. Its boundaries are Capitol Avenue, 21st Street, R Street and the Sacramento River.¹⁹

The west end of the neighborhood is part of the downtown redevelopment project, while the east end is composed of older residences. The only significant new housing constructed in the area has been large-scale high-density planned developments constructed through the redevelopment process. These include Capitol Towers, Governor Square West and Governor Square East Town House/Apartment Complex. Success of these projects has motivated developers to plan new residential projects.¹⁹

Virtually all the land between 7th and 12th Streets is non-residential. In 1975, less than 80 households were located in the area. This is also the location of the first phase of the California State Capitol Area Plan expansion. This Plan projects new construction of 875 housing units both on 1/2 and 1/4 block sites and infill within existing neighborhoods. Most of this development would occur in this neighborhood.

The highest housing density of the Central City is in this neighborhood, 44.4 dwelling units/acre. The 3012 units are on 67.8 acres. Nearly two-thirds of the units are in buildings with five to thirty units.³⁷

e. Southeast Neighborhood. The Southeast Neighborhood is bounded by 21st and R Streets, Alhambra and Broadway Boulevards.³⁷ A prominent feature of the area is a slight elevation formed by a prehistoric natural levee of the American River.³⁵ This rise was highly prized as a building site at the turn

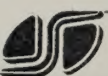


of the century, and historically significant buildings stand on or near it.¹⁹ The character and quality of the housing stock changes east of the rise, from smaller single family residences and low density apartment complexes to larger apartment buildings.

The housing pattern of the neighborhood has changed since the 1960's. In 1960, 50% of the dwelling units were single family homes. During subsequent freeway construction many of these structures were demolished. The percentage of single family units dropped to 40% in 1970 and 29.4% in 1975.¹⁹ Duplexes total 7.8% of dwelling units. Residential land use covers 70.6 acres, with a density of 24.6 dwelling units per acre. Since 1970, over 300 new multiple family housing units have been built in this neighborhood, including many 4-9 unit structures on single lots.³⁷

f. Southside. The Southside Neighborhood lies between R Street, 21st Street, Broadway, and the Sacramento River.¹⁹ The area contains a diverse housing stock: about 30% of the housing units are single family dwellings; 17% are duplexes; 25% are in three and four unit structures; 25% are in five-to thirty-unit structures; and 3% are in structures of thirty or more units. The total number of dwelling units dropped by 10 between 1970 and 1975. This figure does not indicate that the number of single family homes decreased by 168 and that structures containing 2 to 4 units increased by 158. There was no gain in structures containing 5 or more units. Residential land uses involved 123.8 acres, 18.7% of the total. Housing density was 19.3 dwelling units/acre.³⁷ There are presently undeveloped lots in the neighborhood, but private concerns have indicated little interest in investing in the neighborhood.¹⁹

g. Central Business District. The Central Business District (CBD) is bounded by H Street, 21st Street, Capitol Avenue and the Sacramento River. These boundaries differ from those used elsewhere in this report as residential neighborhood boundaries are based on census tracts.¹⁹ The CBD is dominated by non-residential land uses, but it does provide housing for a variety of people, most of whom have low incomes. Less than 6% of the CBD dwelling units are single family structures. Eighty-four percent of the dwelling units are



in buildings having five and more units, many of which are residential hotels. Other units are located above commercial operations. Housing density averages 25.7 dwelling units/acre.³⁷ Redevelopment projects in the neighborhood include the elderly housing project in the Redevelopment building and the Wong residential center.¹⁹

h. Alkali Flat. The Alkali Flat neighborhood is bounded by 12th Street, H Street, and the railroad tracks and yard (Census tract boundaries). The neighborhood contains a large percentage of multiple family housing units. Single and two-family dwellings comprise less than 20% of the total. Less than nine percent of the housing units are owner occupied. Residential land use totals 14.3 acres, 13.5% of the total area. Density of housing units is high, 51.7 per acre. Redevelopment projects have and will continue to provide housing for elderly and low income residents.

i. Washington. The Washington neighborhood (Census Tract boundaries) is bounded by H Street, 12th Street, 21st Street, and the railroad tracks. Over 13% of the housing units are single family dwellings, and 10.9% are owner occupied. Nearly three-fourths of the dwelling units are in structures containing three to thirty family units, some of which were recently constructed. Residential land use totals 49.1 acres, 22.4% of the area. Housing density is 38.1 units per acre.

2. Commercial

a. Office Space. One of the major functions of the Central City is the provision of office space and office-related employment for residents and firms in the Sacramento area. Office space land use within the study area totals 104.3 acres, divided among the following categories: all levels of government; transportation, communication, and utilities; finance, insurance, real estate, and professional; and other types, including multi-purpose (See Table 3).³⁷ Nearly two-thirds of all office space in the study area is in the Central Business District and South of Capitol areas.

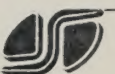


Table 3

LAND USE INVENTORY - OFFICE USE, 1975

<u>Neighborhood</u>	<u>Government, All Levels*</u>	<u>Acres Transportation, Communication, Utilities</u>	<u>Finance, Insurance, Real Estate, Professional</u>	<u>Other</u>	<u>Total</u>
Alkali Flat	3.9		.3	2.0	6.2
Washington		.1	.3	1.1	1.5
East, South of Capitol	2.0		1.5	.6	4.1
East, North of Capitol	.1		4.7	5.2	10.0
Southside	4.6	.3	2.3	3.9	11.1
South of Capitol	23.1	.4	5.1	2.7	31.3
Southeast	.6		1.7	.7	3.0
Northeast			.5	.7	1.2
Central Business District	<u>16.1</u>	<u>2.2</u>	<u>12.3</u>	<u>5.3</u>	<u>35.9</u>
Totals	50.4	3.0	28.7	22.2	104.3

*Includes both ownership and occupancy by government.

Source: SRAPC Land Use Inventory, 1975.

The two major office space areas within the Central Business District are Capitol Mall and the area north of L Street. In 1975, the Capitol Mall area contained 671,000 square feet of office space in privately owned buildings. The largest use category, finance, insurance, and real estate offices, totalled 295,000 square feet, with banking the largest group among these, at 210,000 square feet. Buildings on the Mall were constructed between 1963 and 1973. Only one vacant block presently remains for future construction (See Table 4).¹⁸

The area north of L Street contains an aggregate of privately owned offices containing 1,682,000 square feet, 1,402,600 square feet of which was occupied in 1975 (See Table 5). Office space uses north of L include finance, insurance, and real estate, 574,000 square feet (460,100 used by banking interests); all levels of government, 359,000 square feet; medical and dental services, 63,000 square feet, and other services, 277,600 square feet. Largest single lessee of office space is the State of California, with 304,214 square feet (See Table 5).

The State owns and occupies a total of 2,488,400 square feet, covering 33.3 acres, within the boundaries of the Central City. Most State activities occur within the Central Business District and the area south of the Capitol. In the latter, the area bounded by N, Q, 7th and 17th Streets is almost entirely State-owned, with the exception of a few small parcels.¹⁸

The 1977-78 State budget provides funds for five new office buildings in the study area including: the state's first solar-energized office building with 240,000 square feet in the block bounded by 8th, 9th, P and Q Streets; 150,000 square feet of office space and a 500-car parking garage in the block bounded by 8th, 9th, O and P Streets, and between 9th and 10th Streets on O; about 250,000 square feet of offices in the State's first building north of L Street, to be located possibly on the city-owned parking lot on J Street between 11th and 12th; and 240,000 square feet, on the north and south sides of N Street between 7th and 8th Streets.²⁰

The last two State office buildings to be build in Sacramento were begun during the Administration of Governor Edmund Brown, Sr., and completed during the Reagan administration. Reagan administration policy favored the leasing of office space from private developers. The present administration has opted



Table 4

CAPITOL MALL, 1975OCCUPIED AND VACANT OFFICE SPACE - PRIVATE BUILDINGS

	Office Space (sq. ft.)	Percent of Total
Finance, Insurance, Real Estate	294,703	43.9
Banking	210,072	31.1
Stock Brokerage	8,120	1.2
Real Estate	11,356	1.7
Insurance	46,896	7.0
Other	18,259	2.7
Utilities	1,420	0.2
Medical Services	3,200	0.5
Business Services	169,479	25.2
Labor Unions	610	0.1
Government	148,543	22.1
Federal	16,966	2.5
State	131,577	19.6
Total Occupied	617,955	92.1
Vacant	53,230	7.9
Total Office Space	671,185	100.0

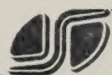
Source: Space Use Survey, September, 1975.



Table 5
PRIVATELY OWNED OFFICE SPACE NORTH OF L STREET
1960 & 1975

	<u>1975</u>	<u>1960</u>	<u>Change</u> <u>1960 - 1975</u>
Finance, Insurance, Real Estate	574,515	403,862	170,653
Banking	460,076	180,647	279,429
Stock Brokerage	14,959	18,820	- 3,861
Real Estate	17,304	77,928	-60,624
Loan Companies	43,825	55,989	-12,164
Insurance	35,647	66,858	-31,211
Other	2,704	3,620	- 916
Transportation, Utilities	128,072	373,071	-244,999
Railroads	--	7,372	- 7,372
Airlines	11,642	18,850	- 7,208
Utilities	116,430	346,849	-230,419
Medical & Dental Services	63,118	54,623	8,495
Medical	30,558	16,645	13,913
Dental	32,560	37,978	- 5,418
Other Services	277,599	204,007	73,592
Business Services	272,305	179,764	92,541
Labor Unions	5,294	24,243	-18,949
Government	359,246	234,763	124,483
Federal	5,180	17,375	-12,195
State	304,214	201,417	102,797
City	--	8,100	-8,100
County	12,949	7,871	5,078
School District	36,903	--	36,903
Total Occupied	1,402,550	1,270,326	132,224

Source: Real Estate Research Corporation



to resume the construction program rather than expand the leasing program. The presently proposed buildings will contain nearly 900,000 square feet of new office space, at a budgeted cost of \$65.7 million. It is unlikely that this new construction will cause a reduction in the total space leased presently from private concerns.²⁰

Office use in residential neighborhoods, including the Southside, Northeast, and Southeast and Alkali Flat totals less than 2.5% of total neighborhood land use. The East, north of Capitol neighborhood contains 10 acres, 5.1% of its total area, in office space.³⁷

b. Retail. Retail land use in the study area totalled 177.2 acres in 1975 (See Table 6). Over one-third of this use was in the Central Business District. Activity categories include: automotive-oriented; shopping centers; other retail; and other service. Hotels and motels, though included under retail in the land use inventory, will be covered in a separate section. Automotive-oriented retail outlets involved the largest single category, with 68.5 acres. Total available floor space in Sacramento's Central Retail District was 2,350,00 square feet in 1975 (See Table 7). The largest single retail category was "Department Stores", using 705,000 square feet.

Major shopping centers or retail areas within the Central City are found in Old Sacramento, the K Street Mall (primarily at the west end), and along Broadway and Alhambra Boulevards. Future plans for development of the west end of the Mall include several new department stores, new retail shops, a new Holiday Inn with convention facilities and additional parking structures. Old Sacramento offers a unique blend of tourist attraction and retail outlet with its shops, offices, and eating establishments. Three-fourths of the planned development was completed by 1976, with uses including restaurants, offices, cocktail lounges, and specialty retail shops. Upon completion, the west end of the K Street Mall and Old Sacramento will offer a wide variety of shopping and eating establishments to both tourists and residents.

c. Transient lodging. Transient lodging is allowed within the Central City in the C-2, C-3 and C-4 commercial zones and the M-1 and M-2 industrial zones. Total land area used in 1975 was 11 acres.³⁷ A number of transient



Table 6

LAND USE INVENTORY - RETAIL, 1975

<u>Neighborhood</u>	<u>Automotive Oriented</u>	<u>Shopping Centers</u>	<u>Other Retail</u>	<u>Other Service</u>	<u>Motels & Hotels</u>	<u>Total</u>
Alkali Flat	2.3	1.6	1.4	.8	.6	6.7
Washington	6.8	2.3	4.1	.8	2.2	16.2
East, South of Capitol	4.8		4.5	.2	2.0	11.5
East, North of Capitol	3.0	3.4	5.1	.5		12.0
Southside	15.5		9.9	5.5		30.9
South of Capitol	5.3	2.3	4.5	1.9	.7	14.7
Southeast	6.7		5.1	1.3		13.1
Northeast	4.2		1.9			6.1
Central Business District	19.6	6.9	29.5	4.5	5.5	66.0

Total Retail 177.2

Source: SRAPC Land Use Inventory, 1975



Table 7
TOTAL FLOOR SPACE
SACRAMENTO CENTRAL RETAIL DISTRICT
(Square Feet)

	<u>1960</u>	<u>1975</u>	<u>Change</u>
<u>Convenience Goods Outlets</u>			
Food Stores	48,800	27,000	
Drug Stores	51,500	34,500	
Other Convenience	31,700	4,000	
	<u>132,000</u>	<u>65,500</u>	-66,500
<u>Shoppers Goods Outlets</u>			
Department Stores	510,200	705,000	
Variety Stores	140,000	109,300	
Apparel & Shoe Stores	532,200	219,700	
Furniture & Furnishings	271,200	185,500*	
Specialty Stores	820,400	448,000	
Sub-Total	<u>2,274,000</u>	<u>1,667,500</u>	-606,500
Eating & Drinking Places*	271,500	204,000	-67,500
Total Occupied Floor Area	2,677,500	1,937,000	-740,500
Vacant Space	<u>124,300</u>	<u>413,000</u>	+288,700
Total Available Retail Space	2,801,800	2,350,000	-451,800

Source: Land Use Inventory, 1960 & April 1975

*Excludes Old Sacramento which had an estimated 184,000 square feet occupied in 1975



lodging facilities are located along the 16th Street corridor. Many of these were built when the street was part of the main highway route through central Sacramento. The area is convenient for those with business with State government and elsewhere in the central area. Most 16th Street facilities are small and utilitarian in character. One notable exception is the Mansion Inn, which caters to the more affluent traveler.¹⁸

In the balance of the Central City are a considerable number of other motels and hotels of varying quality. Many of these are older low-rent residential and transient lodging hotels within the downtown area, whose residents and short-term guests are typically elderly and/or low income persons. Real Estate Research Corporation has compiled a list of hotels and motels with "principal primary quality competitive hotel/motel" facilities in the Central City.¹⁸ This firm found no first quality convention hotels in the study area though it listed two, the Senator and the el Mirador (formerly the Cosmopolitan), as having some convention facilities. Since the study was made, the el Mirador has instituted a program to convert more than two-thirds of its rooms to retirement living quarters.⁵⁶

3. Public

Schools, Libraries, Public Safety. Public services, including the category "public and quasi-public buildings and uses" and the sub-categories "State offices" and "local government offices", in 1975, involved the use of 119.4 acres. State use involved the largest single sub-category, with 33.3 acres.

Other uses in the "public and quasi-public building and use" category include hospitals and related facilities, 5 acres; religious institutions, 15.2 acres; social and cultural facilities, 18.9 acres; military bases, 2.4 acres; public service facilities, 3.6 acres; and educational facilities, 20.9 acres.³⁷ (See Table 8).

4. Industrial, Heavy Commercial. The industrial classification in this study includes both manufacturing and non-manufacturing uses. Total land devoted to industrial use in the study area in 1975 was 130.2 acres. Non-

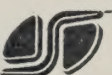


Table 8

LAND USE INVENTORY, 1975

Public and Quasi Public Buildings and Uses

<u>Neighborhood</u>	<u>Public Service Facilities</u>	<u>Social, Cultural Facilities</u>	<u>Religious Institutions</u>	<u>Hospitals, Related Institutions</u>	<u>Educational Facilities</u>	<u>Military Bases</u>	<u>Total</u>
Alkali Flat					2.2		2.2
Washington	.9	2.2	.2				3.3
E., South of Capitol		.1	2.2	.6	3.0		5.9
E., North of Capitol		1.2	4.3	3.7	2.6		11.8
Southside		2.0	3.6		5.1		10.7
South of Capitol	1.2	2.0	.6		7.1		10.9
Southeast		.1	.6	.3	2.3		3.3
Northeast			1.2		1.4	2.4	5.0
CBD	1.5	11.3	2.5	.4	.2		15.9

Total Acreage: 69.0

Source: SRAPC Land Use Inventory, 1975



manufacturing land uses include: warehousing, storage and trucking services; wholesaling with stocks, and processing; contractor storage yards; lumber and other building material dealers; metal and mineral dealers; and grain storage; stockyards and agricultural services. Manufacturing uses include: furniture, lumber and wood products; metal industries; machinery; food and kindred products; durable and non-durable goods, and printing, publishing, and allied industries.³⁷

Manufacturing involves the use of 40.8 acres. Non-manufacturing uses involve the remaining 89.4 acres. For a breakdown of acreage by neighborhood, see Tables 9 and 10.³⁷

Present zoning conditions allow manufacturing and non-manufacturing (including heavy commercial) in a few sections of the study area. Heavy industry (M-2) is allowed within the Central City to the west of the freeway in the Southside neighborhood (the extreme southwest corner of the study area). Light industry (M-1) is concentrated along the R-Street corridor, and north of D Street between the Southern Pacific yards on the west and Alhambra Boulevard on the east. Heavy commercial (C-4) uses are allowed in areas east of 20th Street, with concentrations along the Western Pacific Rail corridor between 19th and 20th Streets from D to Broadway, and between D and E Streets for several blocks west of 19th Street.³¹

5. Open Space and Recreational. The Department of Recreation and Parks maintains about 50 acres of parks and playgrounds within the Central City (See Table 11).⁶⁰ With the exception of the present Alkali Park site (which is to be relocated), city parks are readily accessible to residents. Park facilities include tennis courts, a swimming pool (Southside Park), playground equipment, baseball diamonds, softball diamonds, and picnic tables. Playground programs are provided at William Land School.²⁸ The State maintains several facilities within the Central City including Sutter's Fort, Capitol Park, and museum and historical displays in Old Sacramento. About 2.9 miles of pedestrian and visual open space areas and linkages presently exist within the study area, including the K Street pedestrian mall, the visual open space areas of Capitol Mall, and the 21st and 22nd Street park segments.⁶

Future plans have been drawn for a park at the present landfill site north of the railroad levee. Though located outside of the Central City, it



Table 9

LAND USE INVENTORY, 1975

Industrial Uses - Non-Manufacturing

	<u>Alkali Flat</u>	<u>E., South of Capitol</u>	<u>E., North of Capitol</u>	<u>Southside</u>	<u>South of Capitol</u>	<u>Southeast</u>	<u>Northeast</u>	<u>CBD</u>	<u>Washington</u>
Lumber & Other Building Materials		1.3		5.8		1.0	3.3		
Warehousing, Storage & Trucking Service	2.4	4.4	.1	9.2	3.7	2.7	.2	2.0	2.3
Wholesaling with Stocks and Processing	.5			13.5	5.6	1.8	.6	.4	3.2
Metal & Mineral Dealers		.1		16.1					
Corporation yards, Government & Utilities		.1		2.4					
Grain Storage, Stockyards, Agri- cultural Services					.2				
Contractor Storage Yards	.3			1.7	.4	1.1	1.5		
Other				1.3	.2				
Total Acreage	3.2	5.9	.1	50.0	10.1	6.6	5.6	2.4	5.5

Total Acreage, Non-Manufacturing: 89.4

Source: SRAPCD, Land Use Inventory, 1975



Table 10

LAND USE INVENTORY, 1975

Manufacturing

	<u>Alkali Flat</u>	<u>Washington</u>	<u>E., South of Capitol</u>	<u>E., North of Capitol</u>	<u>CBD</u>	<u>Southside</u>	<u>South of Capitol</u>	<u>Southeast</u>	<u>Northeast</u>
Printing, Publishing & Allied Industries		.1	2.3		2.4	1.4	.6	.6	
Other Non-Durables					.1	1.4	1.4		
Food & Kindred Products	2.0	13.3		.3		3.4	.7	.7	1.5
Other Durable Goods		.3	.1			.6	.1	.9	
Machinery	.1						.3		
Metal Industries	.2	.7				.8			.8
Furniture, Lumber & Wood Products	1.4	.9			.4		1.0		
Total Acreage	3.7	15.3	2.4	.3	2.9	7.6	4.1	2.2	2.3

Total Acreage, Manufacturing: 40.8

Source: SRAPC, Land Use Inventory, 1975



Table 11
EXISTING PARK FACILITIES

<u>Park</u>	<u>Location</u>	<u>Size (Acres)</u>	<u>Neighborhood Served</u>
Muir Park	C & 16th	2.5	Alkali Flat
Grant Park	C & 22nd	2.5	Northeast
Stanford Park	C & 28th	2.5	Northeast
Southside Park	T & 7th	26.44	Southside
Fremont Park	P & 16th	2.5	South of Capitol
Roosevelt Park	P & 10th	2.5	South of Capitol
City Plaza Park	J & 10th	2.5	Central Business District
Alkali Park	C & 10th	.75	Alkali Flat
Zapata Park	E & 9th	1.25	Alkali Flat
Marshall Park	J & 28th	2.5	East, North of Capitol
Winn Park	P & 28th	2.5	East, South of Capitol

Source: Department of Recreation and Parks, City of Sacramento



will serve Central City residents. Recreational facilities will include ball diamonds, riverfront access, and playground equipment.⁶⁰ Pedestrian and bicycle linkages will provide access between existing and planned neighborhoods, and park and recreation facilities. The present bicycle lane follows K Street, Capitol Park, N Street, and Front Street, ending at Miller Park. Plans for connecting the bikeways of the Sacramento and American River Parkways are included in the Linkway Trail project to follow Jibboom Street to Old Sacramento.²¹

6. Other

Transportation, Communication, Utilities. Over 3% of the total land area within the Central City is in this category. Sub-categories include railroads, 14.4 acres; utilities and communication (productive facilities only), 8.6 acres; local suburban, and interurban transit, 6.3 acres; motor freight, 5 acres; water transportation, 0.5 acres; and parking as a separate facility, 106.4 acres.³⁷ For a breakdown by neighborhood, see Table 12. Over three-fourths of the land used in parking facilities is in the Central Business District or in State-owned property south of the Capitol.

Open Areas. Non-developed areas comprise 5.3% of the land in the study area (See Table 13). Subcategories under this classification include Urban-Vacant and Open-Non urban. The largest open area in the Central City is in the Southside neighborhood where 67.7 acres are open.³⁷ Of this total, 19.3 acres are presently available for infill development.

Streets and Highways. Streets and highways comprise the largest single land use category within the study area. Of the total land area in the Central City, 42.2% is included in streets, highways, and alleyways (See Table 14).³⁷

B. Plans/Zoning/Public Policy

1. Zoning. Ten of the twenty-two use zones established by Sacramento's Zoning Ordinance are found within the Central City.⁹ These include: four residential zones, R-4, R-4A, R-5 and R-0; one office zone, O-B; three commercial zones, C-2, C-3 and C-4; and two industrial zones, M-1 and M-2.³¹

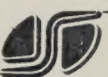


Table 12

LAND USE INVENTORY, 1975

Transportation, Communication, Utilities

<u>Neighborhood</u>	<u>Railroads</u>	<u>Utilities, *</u> <u>Communication</u>	<u>Transit</u>	<u>Motor Freight</u>	<u>Water Transport</u>	<u>Parking, Separate Facility</u>
Alkali Flat	2.1			1.9		7.9
Washington		.1	.9			4.9
E., South of Capitol		.3	3.2			3.5
E., North of Capitol			1.1			7.2
Southeast		2.2				1.9
Southside	1.8	5.1		3.1		5.4
South of Capitol	1.5	.7			.5	36.3
Northeast						1.7
CBD	9.0	.2	1.1			37.6
Total Acreage	14.4	8.6	6.3	5.0	.5	106.4

Total Acreage, Transportation, Communication, Utilities: 141.2

*Productive Facilities only.

Source: SRAPC, Land Use Inventory, 1975



Table 13

LAND USE INVENTORY - OPEN AREAS, 1975

<u>Neighborhood</u>	<u>Acreage</u>	
	<u>Urban-Vacant</u>	<u>Open- Non-Urban</u>
Alkali Flat	8.2	
E., South of Capitol		9.7
E., North of Capitol		1.7
Southside	19.3	48.4
South of Capitol	14.6	8.7
Southeast	3.6	
Northeast		1.0
Central Business District	4.4	6.3
Washington	18.5	
Totals	68.6	75.8

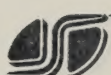
Source: SRAPC, Land Use Inventory, 1975

Table 14

LAND USE INVENTORY - STREETS AND HIGHWAYS, 1975

<u>Neighborhood</u>	<u>Acreage</u>
Alkali Flat	53.9
Washington	93.9
E., South of Capitol	92.2
E., North of Capitol	80.2
Southside	318.3
South of Capitol	175.8
Southeast	171.6
Northeast	89.7
Central Business District	158.7
Total Acreage	1234.3

Source: SRAPC, Land Use Inventory, 1975



Each zone defines permitted uses and development standards. Development standards refer to height, density and off-street parking allowances. These are established by ordinance, and include front yard setbacks.

2. Plans

a. City of Sacramento General Plan. The 1974 General Plan consists of a series of policy statements directed toward promoting orderly physical growth of the City of Sacramento, and states that more intense residential development should occur adjacent to the Central Business District. Industrial policies are primarily concerned with minimizing adverse impacts upon adjacent areas. The Circulation element plans a reduction of automobile impacts on residential district and provision of a balanced multi-modal system of transportation which encourages alternatives to private automobile use. The Open Space element: (1) calls for attempts to provide sufficient park and recreational facilities within walking distance of every resident; (2) provides for emphasis on open space provision in the new "planned developments"; and (3) calls for provision of linear connections of open space throughout the City.³⁰

b. Sacramento River Parkway Master Plan. Adopted as an amendment to the General Plan, the Parkway Plan includes: (1) the creation of a continuous Parkway from the confluence of the American and Sacramento Rivers to the City limits at Freeport; (2) the provision of access to the Parkway; (3) mitigation of adverse impacts to the Parkway of adjacent activities; and (4) preservation of the Parkway's natural resources. Old Sacramento is included in that portion of the Parkway within the Central City.¹³

c. Sacramento Bikeways Master Plan. The Bikeways Plan delineates a series of potential bikeways and bike lanes for City and County to meet both transportation and recreation needs. Within the Central City, the Plan calls for bike lanes (marked lanes on City streets) with the exception of a small section of off street bikeways proposed for the Embarcadero in Old Sacramento.³³



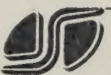
d. Historical Program. Preservation areas many of which contain significant numbers of historically and architecturally important structures within the Central City have been delineated.¹⁶ The program is designed to establish methods to preserve both "priority" and "essential" structures within the Central City and to review the compatibility of new developments in preservation areas.

e. Regional Transportation. The Regional Transportation Plan, prepared by the Sacramento Regional Area Planning Commission, will encourage increased use and development of public transit and decreased use of private automobiles for commuting purposes. Proposals which would affect the Central City study area include: increased level of bus service; traffic signal pre-emption devices; suburban Park and Ride lots; bus lanes or streets; continued State and local financial support for carpool matching programs; a multi-modal transportation center in the downtown area; immediate implementation of bikeway plans.

f. Regional Land Use Plan 2001. The Sacramento Regional Area Planning Commission is presently formulating a regional land use plan for Sacramento, Yolo, and Placer Counties. Planning standards will be established by which land will be developed to optimum use while air and water quality is maintained.³⁸

g. Capitol Area Plan. The Capitol Area Plan is concerned with the orderly development of State-owned lands within the Central City. General policies and goals include: construction of housing to meet the needs of all income levels; conservation of existing neighborhood flavor and building stock; preservation of historically and architecturally significant structures; stimulation of the downtown economy; provision of adequate open space linkages and recreational facilities to residents; compatible infill residential and commercial development; construction of new residential developments; greater use of public transit; energy and air quality conservation; planning participation and cooperation of all government levels; orderly construction of new State office facilities; and extension of State office building to the area north of L Street.²

h. Sacramento Facilities Plan. Designed to coordinate with the Capitol



Area Plan, the Sacramento Facilities Plan coordinates planning for future construction of State office buildings in the Sacramento Metropolitan area. Plans are prepared by the Long Range Facilities Planning Office based on requirements of State agencies for office space.⁵⁹

3. Redevelopment. Redevelopment has and will continue to be a major force in the revitalization of the downtown area of the Central City. The redevelopment process has and will continue to provide a means to affect selected clearance of deteriorated structures and to assist in rehabilitation of structures and areas. See Appendix for Map and list of projects.

C. Land Economics

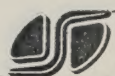
The land value structure of an area is an important planning consideration as land economics often become the critical determinant of the feasibility of a land use plan. Vacant sites of sufficient size within the Central City for new large-scale residential development are virtually non-existent. Existing residential land is typically divided into small lots, 40' by 80', 40' by 160', and in some cases 80' by 80' or 80' by 160'. Few of those lots are vacant and available for new construction. The smaller lots are typically unsuitable for contemporary single family home designs. In any case, developers often must purchase both land and improvements in order to obtain land for new construction. This, coupled with high Central City land values as compared to suburban values, results in very little new construction of single family homes within the Central City. Families looking for single family homes in the area have found rehabilitation of older structures much more economically feasible than new construction. For example, an older home purchased for \$25,000 to \$35,000, rehabilitated for about \$10,000 to \$15,000, would be valued at from \$45,000 to \$60,000. In recent years, many families have found that renovation of an old home in the Central City is a realistic and economically feasible alternative to purchasing a newly constructed home in the suburbs.

In many cases, Central City single family structures have been demolished rather than renovated. Upon demolition of the structures, the single-family sized lot has often been used for development of a small apartment building containing 4 to 8 units. Such a lot in a desirable neighborhood would



presently be valued at about \$20,000. Because of the small size of such lots and structures, developers can afford few amenities for tenants, and the units built are often strictly utilitarian, with little aesthetic appeal. Many of these apartment buildings, typically built on single or double-lot parcels, are scattered throughout the Central City neighborhoods. The overall effect of these developments is often negative, both from an aesthetic and a living environment viewpoint. The dilution of a single family neighborhood by a significant number of these multiple family structures tends to reduce the residential value and property values of the single family neighborhood. This situation is unfortunate, since building apartments on single family lots is virtually the only economical private enterprise alternative available to meet the demand for such housing within the Central City. Since the land is already virtually all developed, there are no large-scale development sites available to private developers. Public sector intervention has nearly always been necessary for acquisition of large parcels of land for high density residential developments of the "planned neighborhood" type. At present, it is generally accepted that private development of high-rise apartment buildings is not economically feasible. Projected rental incomes do not match rising construction costs. One present alternative appears to be governmental intervention in the form of redevelopment action, which has the power to purchase large tracts of land, clear it, and resell to selected private developers for specific types of construction.

Recent demand for additional office space has resulted in a significant amount of new construction or renovation of office buildings. The trend toward renovation and rehabilitation of older structures has created new office space in several areas, such as Old Sacramento; the K Street Mall; the neighborhood near the City-County offices; and the vicinity of Sutter General Hospital. These renovations are former single family homes, apartment houses or older office and commercial buildings. Rehabilitation from residential to office use typically raises property values. Renovation of older office buildings also generally brings about a rise in property values and rental rates. Rental rates increased an average of 42% (from 32¢ to 46¢/square foot/month) for several Central City buildings recently rehabilitated. In contrast, office space in new buildings rents for 65¢ to 80¢/square foot/month.¹⁸



While office space demand in the Central City has increased, retail property has dropped in value in some areas. For example, as retail operations have shifted to the west end of K Street Mall, values have decreased and vacancies have increased in the structures in the center. Property values in such areas have dropped in some instances from a high of \$21.36 per square foot in 1971 to \$12.80 by 1974.¹⁸

II. Socio-Economic

A. Demography. In 1975, 28,103 people lived in the Central City of Sacramento.

1. Age. Central City residents are generally older than those in the remainder of the city. Median age is near 40, with over 40% of the population over 45. Nearly one-third of the residents are 20 to 34 years of age, compared to 24.8% for the total City. School age children total less than 8% of the population in the study area. In the City, as a whole, 20% of the residents are school age children (See Table 15).

2. Race. A greater mixture of the races is found in the Central City than in the City of Sacramento as a whole. The percentage of non-white residents in the study area has increased since 1970. Black population totals 5.7% today, as compared to 4.3% in 1970. The 1970 city-wide total was 10.7%.⁴² (See Table 16).

3. Sex. Over half, 53.8%, of the Central City residents are male. In half of the neighborhoods females outnumber males. In the Central Business District, The number of males is nearly three times that of females. This is likely due to the number of indigent men living in the many low-rent residential hotels. There is also a predominance of males in the Alkali Flat neighborhood.⁴² (See Table 17).

4. Household size. The average household size for the Central City (persons/household) is 1.69, compared to 1.77 in 1970 and 2.05 in 1960. This drop is likely the result of the loss of a substantial number of single



Table 15

AGE PROFILE BY NEIGHBORHOOD

<u>Neighborhood</u>	1975 Percent of Total, by Age						<u>Under 18</u>
	<u>0-4</u>	<u>5-19</u>	<u>20-34</u>	<u>35-44</u>	<u>45-64</u>	<u>65+</u>	
Northeast	4.8	10.3	43.4	7.6	18.0	15.9	12.0
E., No. of Capitol	2.0	6.7	37.4	6.6	15.2	32.1	5.7
E., So. of Capitol	2.5	9.0	45.3	7.5	17.1	18.6	7.9
South of Capitol	2.0	4.6	30.6	11.8	28.6	22.4	4.6
Southeast	4.0	13.6	41.1	8.0	17.5	15.8	14.4
Southside	4.4	17.1	27.9	9.6	23.6	17.4	18.4
CBD	1.2	4.2	22.5	8.3	26.1	37.7	2.8
Washington	5.2	13.8	33.7	7.5	23.6	16.2	15.6
Alkali Flat	3.4	14.1	20.7	11.4	31.7	18.7	14.4
Central City	3.5	10.8	32.1	9.0	22.5	22.1	11.2
Sacramento City	6.4	24.5	24.8	10.4	21.5	12.4	27.3

Source: SRAPC, 1975 Census

Table 16

RACIAL PROFILE BY NEIGHBORHOOD, 1975

<u>Neighborhood</u>	Percent of Persons Responding				
	<u>White</u>	<u>Black</u>	<u>Chicano</u>	<u>Asian</u>	<u>Other</u>
Northeast	78.6	3.7	12.6	1.5	3.6
E., No. of Capitol	89.4	2.3	3.7	2.1	2.5
E., So. of Capitol	80.0	4.2	6.0	5.5	4.3
South of Capitol	86.1	4.1	5.8	3.2	.8
Southeast	61.7	8.6	8.0	17.4	4.3
Southside	33.2	10.6	15.2	38.3	2.7
CBD*	79.7	3.6	7.4	6.2	3.1
Washington	54.8	4.4	35.3	3.5	2.0
Alkali Flat	42.5	8.1	44.2	3.6	1.6
Central City	67.0	5.7	13.4	11.0	2.9

*Because over 17% of the residents in the CBD did not respond to this question, the percentages for the neighborhood may be highly inaccurate.

Source: SRAPC, 1975 Census



Table 17

SEX PROFILE BY NEIGHBORHOOD, 1975

<u>Neighborhood</u>	<u>Percentages</u>	
	<u>Male</u>	<u>Female</u>
Northeast	49.6	50.4
East, North of Capitol	46.2	53.8
East, South of Capitol	47.5	52.5
South of Capitol	53.6	46.4
Southeast	49.2	50.8
Southside	52.1	47.9
Central Business District	73.2	26.8
Washington	56.3	43.7
Alkali Flat	60.3	39.7
Central City, 1975	53.8	46.2

Source: SRAPC, 1975 Census

Table 18

AVERAGE HOUSEHOLD SIZE BY NEIGHBORHOOD, 1975

<u>Neighborhood</u>	<u>Persons/Household</u>
Northeast	1.83
East, North of Capitol	1.66
East, South of Capitol	1.59
South of Capitol	1.43
Southeast	1.88
Southside	2.07
Central Business District	1.39
Washington	1.84
Alkali Flat	1.72
Central City, 1975	1.70
Central City, 1970	1.77
Central City, 1960	2.05
Sacramento City, 1970	2.77
Sacramento City, 1960	2.80

Sources: Sacramento Regional Area Planning Commission, Land Use Inventory; Memorandum Report No. 1: Central City Study Analysis



family dwellings. Household sizes in the City were 2.77 in 1970 and 2.80 in 1960. County averages were 3.08 in 1970 and 3.24 in 1960.⁹ Central City household sizes are smaller due to the low number of families living in the area (See Table 18).

B. Quality of Life

1. Housing and Neighborhoods

Northeast

a. Housing. In terms of total acreage, the Northeast Neighborhood is primarily a single family neighborhood. Residents are generally more affluent than elsewhere in the Central City. Property values are rising and incentive among property owners and investors for preservation and conservation is high.

1. Housing Conditions. The "Housing and Market Survey" estimated that less than 500 units, approximately one-fourth of the housing stock, were deficient in 1970.¹⁹ About 120 of those units were estimated to be substandard and infeasible for rehabilitation. A sight survey taken by the Sacramento Regional Area Planning Commission during the 1975 Special Census showed 35 units appearing to census takers to be unsound.⁴² The gap between these figures is partially explained by difference in methods or criteria but also could be due to the number of substandard structures rehabilitated or removed during the five years between surveys (See Exhibit A of the Appendix for criteria used in determination of deficient and substandard structures).

2. Preservation Areas. Many of the homes in this neighborhood are historically or architecturally significant structures located in the Boulevard Park Preservation Area. Predominant architectural styles are Bungalow and Cube from the early 1900s.¹⁸ (See Figure 2).

b. Population. The population of this neighborhood is predominantly white, with 12.6% Chicano, 3.7% Black, 1.5% Asian and 3.6% other. Half of the residents are between 20 and 44 years of age, the principal child raising



years. The presence of a number of school age children and the 1.83 average household size indicate a sizable percentage of families.⁴²

East, North of Capitol

a. Housing. Single family homes and duplexes total less than one-fifth of the dwelling units in this neighborhood.¹ Most of the units are rentals and two-fifths of all structures were built before 1939. The neighborhood is in a stage of "incipient decline" with a tendency for slow improvement. Blighting influences include a combination of old housing stock, numerous and often illegal conversions, mixed land uses, and high density of structures. The blighting is partially offset as new units replace deteriorated housing and older homes are purchased and converted from multiple family to single family use.¹⁹

1. Housing Conditions. In 1970 there were an estimated 500 deficient housing units, of which 129 were substandard beyond repair. The 1975 sight survey showed 32 unsound units.¹⁹

2. Preservation Areas. Several Preservation Areas are within the neighborhood: Boulevard Park; Marshall Park; Helvetia Park; and East Capitol. Houses within these areas range from small stucco bungalows, Cube, Queen Anne, and Craftsman/Colonial Revival. One of the city's most impressive rows of late Victorian architecture is found on the 2300 block of H Street.¹⁶

b. Population. The population of this neighborhood is older, with nearly half of the residents over 45. A very small percentage of school age children is present, 3.7%. Of all city neighborhood areas, this neighborhood has the lowest percentage of non-white residents, 10.6% total, and the lowest percentage of males, 46.2%.⁴²

East, South of Capitol

a. Housing. Over half of the housing units within this neighborhood are in buildings containing five to thirty units, and 9.8% are single family



homes.³⁷ Overall, the neighborhood is sound and viable, with most structures built within the last thirty years.¹⁹

1. Housing Conditions. About one-third of the housing stock, 600 units, was judged deficient in 1970. Of these, 155 were declared infeasible for rehabilitation.¹⁹ The loss of 89 single family homes could account for part of the difference between the 1970 figure and the 1975 sight survey of 36 unsound structures.

2. Preservation Areas. Much of the neighborhood is included in the East Capitol Avenue Preservation Area. Predominant architectural style in the southern portion is the Craftsman Bungalow, with typical examples on P and Q Streets. In the northern part of the neighborhood are large houses built between 1895 and 1910 in multi-gabled Queen Anne and Craftsman/Colonial Revival styles.¹⁶

b. Population. The population of this neighborhood is young and predominantly single. Over 50% are between 18 and 34. Average household size is 1.59. The small percentage of children, with the small household size indicates a small number of families. Eighty percent of the residents are white with fairly equal distributions among the other categories.⁴²

South of Capitol

a. Housing. Despite the density of 44.4 dwelling units/acre, the neighborhood is a pleasant residential setting, with a number of quality older multi-family residences. Over two-thirds of the units are in structures containing five to thirty units.

1. Housing Conditions. A large number of units along the eastern edge of the neighborhood were judged deficient in 1970. Of the 1000 estimated, 240 were substandard beyond repair. Redevelopment and State acquisition have eliminated all deficient housing stock along the western sector. Some buildings on State lands have not been adequately maintained, creating a blighting effect.³⁷



2. Preservation Areas. Within the neighborhood are the 20th and N, West Capitol, Fremont Park, and 1200-1300 Q Preservation Areas. These contain simple working class cottages of the Delta type, Queen Annes, Colonial Revivals, and Italianantes. Some structures date from the 1870's, while the majority were built in the 1880's and 1890's.¹⁶

b. Population. More than 50% of the population of the neighborhood is over 45 and fewer than 5% are school-age. Household sizes average 1.43, indicating a small number of families with children and a large number of single older adults. Males outnumber females by 7%. A total of 86.1% of the residents are white.

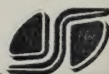
Southeast Neighborhood

a. Housing. This neighborhood is one of three in the Central City considered single family, and homes are generally in good condition.¹⁹

1. Housing Conditions. Less than 300 units, or less than 21% of the housing stock, were deficient in 1970, the smallest proportion in the study area. Of these, 70 were considered substandard. The 1975 sight survey listed 25 units as unsound. The decrease could be due in part to the loss of 88 single family homes.³⁷

2. Preservation Areas. The Poverty Ridge Preservation Area is along the western edge of the neighborhood. Many of the houses are large and set on broad lots. The influence of the Prairie Style of architecture is evident on many of these homes. The area dates from the early 1900's and its focal point is along 21st and 22nd Streets.¹⁶

b. Population. Racial mixing is greater in this neighborhood than in most others in the Central City. Nearly two-fifths of the residents are non-whites; half of this group are of Asian descent and nearly half are between the ages of 20 and 44. Females outnumber males by 1.4%.⁴²



Southside

a. Housing. Single family homes comprise the largest housing group in this neighborhood. Nearly three-quarters of all units are in structures containing less than 5 units. The neighborhood is experiencing incipient decline, with portions along the western edge in advanced decline.¹⁹

1. Housing Conditions. A windshield survey by Planning Department Personnel in 1975 found 65% of surveyed homes in good condition, 24% in fair condition, and 10% requiring major repairs. The "Housing and Market Survey" counted 1000 units as deficient in 1970, with 250 substandard beyond repair.³⁷

2. Preservation Areas. Three preservation areas are located partially or entirely within the neighborhood, including: Poverty Ridge; the 1800 block of T Street; and the South Side Preservation Area. Homes are generally simple cottages built for working class tenants or owners in the late 19th and early 20th century. Architectural styles include Craftsman, Delta Queen Anne, and Colonial Revival.¹⁶

b. Population. Statistics show this neighborhood is predominantly non-white, with a large percentage of Asians. Many Chinese residents moved to the area when displaced by redevelopment projects in other portions of the downtown area. Residents tend to have large families. Median age is 35. School age children total 14%. Males outnumber females 52.1% to 47.9%.⁴²

Central Business District

a. Housing. The Central Business District provides housing for a large number of low income residents. Many of these are indigent and elderly persons, especially men, displaced by redevelopment in other downtown areas. These residents primarily live in older residential hotels which could be upgraded through the Plan.¹⁹



1. Housing Conditions. Most housing in the neighborhood is relatively low-rent and substandard. In 1970, 450 dwelling units were deficient, of which slightly over a hundred were substandard and beyond rehabilitation. Many of these may have been among the 532 units demolished between 1970 and 1975. The 1975 sight survey found 163 unsound units.³⁷

2. Preservation Areas. A small portion of the West Capitol Preservation Area is found in the neighborhood.¹⁶

b. Population. Central Business District residents are predominantly male, live alone, and are older. Men outnumber women nearly three to one. Household size averages 1.39, and median age is nearly 50. Less than 2% of the residents are school age and more than one-third are over 65. Racial statistics for the area are unreliable due to the large number of residents who did not respond to that portion of the 1975 census.⁴²

Alkali Flat

a. Housing. Alkali Flat is predominantly a multiple-family residential neighborhood. The vast majority of housing is owned by absentee landlords. The highest concentration of older housing in the study area is found in this neighborhood. Large numbers of these structures have been designated as having historical or architectural significance. Compared to other Central City neighborhoods, very few of these structures have been rehabilitated by privately financed means.

1. Housing Conditions. Much of the housing outside of the redevelopment area is deteriorated. The 1975 sight survey listed 94 unsound structures.³⁷

2. Preservation Areas. Alkali Flat and North Alkali Flat Preservation Areas are located in this neighborhood. Alkali Flat Preservation Area is the oldest remaining residential neighborhood in the City. Structures date from the 1850's and 1860's with Delta Type cottages predominating. North Alkali Flat dates from the 1860's and 1870's; Delta Type architecture is predominant.



Many of the homes in both areas were built for working class tenants and owners.¹⁶

b. Population. Alkali Flat has the largest percentage of Chicano population in the Central City, 44.2%. Household size averages 1.72. Men outnumber women by over 20%, possibly due to an overlap of indigent and elderly men from the Central Business District.⁴² Children under age 18 number 14.4% of the population.

Washington Neighborhood

a. Housing. Washington neighborhood has a mixture of single family, duplex, and multiple family dwellings. Nearly half of the housing units are in developments holding five to thirty families. Only one large housing project (over thirty units) is found in this neighborhood.

1. Housing Conditions. Some of the older housing stock is deteriorated, with better conditions found in the southeastern portion of the neighborhood. Some new private apartment housing construction has occurred in recent years. The 1975 sight survey listed 158 units as unsound.

2. Preservation Areas. Washington District, Washington School and a portion of Boulevard Park Preservation Areas are within the Washington neighborhood. Houses date from the 1870's through the 1900's, with Delta Type architecture predominating in the older areas.

b. Population. Washington neighborhood has a large percentage of children under 18, 15.6%. The number of persons over 65 is about the same. Household size averages 1.84. Racial breakdown of the population is: 54.8% white, 35.3% Chicano, 4.4% black and 5.5% other including Asians.



2. Employment. The Central City is a major center of employment of persons residing throughout the remainder of the City, Sacramento County, Yolo County and the surrounding area. As shown in Table 19, the total number of persons employed within the Central City in 1975 was 81,477.¹¹ Approximately 8000 of these workers also lived in the Central City. Another estimated 4000 people lived in the Central City and worked elsewhere. Persons employed within each neighborhood are shown in Table 20 and summarized below.³⁶

a. Northeast. Nearly half of the 1285 people employed in the Northeast neighborhood work in wholesale trade. Construction, services and retail trade employ a total of 627, with the remainder in manufacturing, finance and public administration.³⁶

b. East, North of Capitol. Approximately two-thirds of the 5,754 employees in this neighborhood worked in services. One-eighth worked in retail trade, with the remainder in construction, manufacturing, wholesale trade, finance and public administration.

c. East, South of Capitol. Over one-fourth of the 3,619 workers in this neighborhood worked in manufacturing, mostly within the R Street corridor. Services, retail trade, finance and public administration employed 44%.³⁶

d. South of Capitol. The primary employer in this neighborhood is the State of California. Of the total of 29,301 employees, 18,629 are in public administration, with 7,828 in supporting services.³⁶

e. Southside. Retail trade employs 37.4% of those working in the Southside neighborhood, services employ 15.4%, wholesale trade 12.3%, manufacturing 10.3% and construction 4.1%.³⁶

f. Southeast. The Southeast neighborhood is primarily a residential neighborhood, with some retail trade establishments. About half of those employed here work in retail trade, with about a fifth in services, and a smaller number in construction, manufacturing, wholesale trade, and finance.³⁶



Table 19

CENTRAL CITY EMPLOYMENT BY CATEGORY, 1975

<u>Category</u>	<u>Employees</u>
Agriculture, Forestry, Fishing	102
Mining	8
Construction	1,286
Manufacturing	3,735
Transportation, Communication, Utilities	6,211
Wholesale Trade	5,515
Retail Trade	9,734
Finance	3,437
Service	20,131
Public Administration	31,122
Other	166
Total Central City Employment	81,447

Source: SRAPC, Employment Module, 1975



Table 20

EMPLOYMENT, CENTRAL CITY - 1975

<u>Industry</u>	<u>North- east</u>	<u>South- side</u>	<u>South- east</u>	<u>E,No.of Capitol</u>	<u>Neighborhood E.So.of Capitol</u>	<u>CBD</u>	<u>So. of Capitol</u>	<u>Alkali Flat</u>	<u>Washing- ton</u>
Agriculture, Forestry, Fishing	0	18	1	25	0	3	50	5	0
Mining	0	0	0	8	0	0	0	0	0
Construction	217	211	135	339	1	210	114	10	49
Manufacturing	13	530	53	153	1012	569	105	54	1246
Transportation, Communication, Utilities	3	22	20	68	23	5920	93	0	62
Wholesale Trade	608	632	137	157	158	934	817	130	1942
Retail Trade	171	1921	725	724	136	4830	1126	7	94
Finance	18	193	91	440	120	2040	462	29	44
Service	239	789	315	3752	1585	4290	7828	726	607
Public Administration	15	818	6	83	584	2769	18,629	8141	77
Other	0	3	1	5	0	79	77	1	0
Totals	1284	5137	1484	5754	3619	21,644	29,301	9103	4121

Total Central City Employment: 81,447

Source: SRAPC, Employment Module, 1975

g. Central Business District. The three largest employment categories in the Central Business District are service; retail trade; and transportation, communication, and utilities, employing over fifteen thousand of the 21,644 persons. Finance and public administration employ 4800.³⁶

h. Alkali Flat. City and County governments employ over 8000 of the 9103 persons working in this neighborhood. Services employ the next largest group. The remainder work primarily in wholesale trade, manufacturing, finance and construction.³⁶

i. Washington. Wholesale trade and manufacturing employ over three-fourths of the workers in this neighborhood. About one-seventh of the employees work in service occupations, with smaller numbers in retail trade, finance, public administration, and construction.³⁶

The largest single category of employment in the Central City is public administration, with most of these persons employed by the State (See Table 20). Construction and manufacturing employ 6.2% of the work force. Supporting services, including personal, health, educational and other professional and related services, employ nearly one-quarter of all workers.³⁶

3. Recreation and Leisure. The Central City provides public and private, organized and informal types of recreational and leisure activities for area residents and visitors. Movie theaters throughout the area offer a variety of films, including some in foreign languages. The Civic Center Auditorium and Community Center offer musical, sports, theatrical and special interest shows on a continual basis. Cultural activities include orchestral, choral and theatrical groups.

Organized and informal sporting activities available within the Central City include tennis, baseball, softball and volley ball (See Table 21). Baseball and softball leagues involve players of various ages and abilities. Nighttime sports activities are provided in local school gymnasiums.²⁸



Table 21

PARK INVENTORY

Park	Location	Area	Horseshoe Courts	Teen Center	Arboretum	Bocci Courts	Basketball Court	Tennis Courts	Swimming Pool	Soccer Field	Tot Lot	Club House	Softball Field	Passive Area	Picnic Area	Wading Pool	Play Apparatus
Alkali Park	10th & C	.8 acres														X	X
John Fremont	15th & P	2.5 "												X	X		X
Grant Playfield	21st & C	2.5 "						X									
James Marshall	27th & I	2.5 "										X		X	X		
Plaza Park	10th & I	2.5 "												X			
Roosevelt Park	9th & P	2.5 "					X						X	X			
South Side Park	6th & T	25.1 "					X	X	X	X	X	X	X	X	X	X	X
21st-22nd St. Parkways		1.7 "												X			
Albert Winn Park	27th & P	2.5 "												X			
Zapata Park	9th, D, E	1.0 "														X	
Stanford Park	27th & C	2.5 "											X				
McKinley Park	Alhambra & H	36.2 "															

Although not located within the Central City, the park is used by a number of residents.



On an informal basis, many activities are available virtually on a year-round basis: bicycling on nearby bikeways; fishing in the American and Sacramento Rivers; boating on nearby lakes and rivers and the Sacramento Delta; strolling and browsing through Old Sacramento shops; and touring historical sites and exhibits including Sutter's Fort, the Sacramento City-County Museum, the State Archives, or the Railroad Museum in Old Sacramento.

Youth organizations include the YWCA, the YMCA, the Boy Scouts, the Girl Scouts, the Camp Fire Girls, the Police Athletic League, and the youth centers at St. Paul's, Seventh Step, and Washington Neighborhood Center. Senior citizens activity centers offer education, recreation, and community services. Private clubs offer cards, hobbies, sports, and social activities. Adult education offers daytime and evening classes in leisure, recreation and academic subjects.

4. Shopping. The Central Business District is one of several large-scale shopping centers within the greater Sacramento area. Several smaller shopping centers are also located within the Central City. These contain small specialty shops, or are centered around supermarkets. Concentrations of retail activity occurs along Alhambra Boulevard, Broadway and in Old Sacramento. Old Sacramento offers a variety of arts and crafts galleries, antique shops, specialty shops, restaurants and cocktail lounges. A large number of small convenience stores still survive in the Central City. Some offer specialty items or ethnic foods. There are few large chain markets.

The K Street Mall is the hub of the Central Business District. Three large department stores; Macy's, Penney's, and Weinstock's have stores on the Mall. Other major department stores may be considering locating in the west end of the Mall.

5. Services and Facilities

a. Welfare. The Sacramento County Welfare Department aids residents needing income assistance. Categories of those receiving aid include:



families with children, no father in the home, unemployed mother; families with children, both parents present but unemployed; County general assistance for non-disabled single men and women, 18 to 65 years old; and those receiving food stamps only.⁶⁵ Data on these categories is given by Zip Code in Table 22. Zip Code 95814 lies entirely within the Central City, includes all of Alkali Flat, the Central Business District, South of Capitol neighborhoods, and part of the Southside neighborhood. Zip Code 95816 covers the Northeast; East, North of Capitol; East, South of Capitol; and part of the Southside neighborhood, as well as beyond the eastern boundary of the study area.

Assistance to the aged, disabled, and blind, formerly provided by the County Welfare Department, is presently provided by the Federal Social Security Administration through the Supplemental Security Income Program.

b. Social Security. Social Security Administration and Supplemental Security Income benefits are provided to qualified residents in the Central City. The two programs overlap, with some residents receiving funds under both.⁶⁵ Those receiving assistance under these two programs are shown in Table 23.

c. Day Care Facilities. Private and public day care centers provide child care for working parents in the Central City. Low income families can receive free or minimal-cost child care at two State-funded centers operated by the Sacramento City Unified School District. Grace Day Center is run by Franciscan sisters and provides scholarship assistance for families in need through United Way Funds. Other centers include the Busy Bee Nursery School, A Child's Place, Creative Play Children's Center, Dixie Playhouse, and Tot Town Children's Center. Need for additional facilities was expressed by a large number of residents in the Attitude Survey.

d. Religious. The Central City contains over thirty houses of worship. This religious diversity reflects the cultural diversity of the Central City area.



Table 22

HOUSEHOLDS RECEIVING COUNTY ASSISTANCE, 1976

<u>Category</u>	<u>Zip Code Zone</u>	
	<u>95814</u>	<u>95816</u>
Families, no father, mother unemployed	450	272
Families, father present, both parents unemployed	86	45
County General Assistance	709	142
Food Stamps only	134	197

Source: Sacramento County Welfare Department

Table 23

PERSONS RECEIVING SOCIAL SECURITY BENEFITS

	<u>Zip Code Zone</u>	
	<u>95814</u>	<u>95816</u>
Persons receiving Supplemental Security Income as of June, 1976		
Aged	1,266	637
Blind	54	25
Disabled	<u>1,656</u>	<u>610</u>
Totals	2,976	1,272
Persons receiving Social Security Administration Income as of July, 1974	5,121	4,170
Persons over 62, receiving Social Security Adm. Income	3,027	2,500

Source: Social Security Administration



e. Media. Twenty radio stations serve the Central City listening area. Two of these have studios physically located in the study area. Several broadcast wholly or partially in languages other than English. Seven television stations, three UHF and four VHF, include the Sacramento Metropolitan area in their primary broadcast region. One, KVIE, is a publicly owned and operated station. There are two major daily newspapers published in the Central City. Several smaller newspapers serve religious, foreign language, special interest, and ethnic reader groups.

f. Social Service Organizations. Central City citizens are served by a variety of social welfare, health, and service organizations, including the American Red Cross, the American Cancer Society, Family Service Agency, Human Rights Commission, La Familia Counselling Center, Meals a la Car, Mother's Emergency Stress Service Crisis Line, Sacramento Concilio, the Seventh Step Foundation, Travelers Aid Society, United Way, the Y.W.C.A., and the Y.M.C.A. Services provided include counselling, emergency health treatment, mental health treatment, child care, alcoholism treatment, and help for elderly and handicapped citizens. Most citizens were satisfied or somewhat satisfied with the level of social services and centers as indicated by the Attitude Survey.

g. Libraries. Two Sacramento City-County library facilities are presently located within the Central City; the Main Branch at 828 I Street and McClatchy Branch, 2112 22nd Street. The Library Master Plan has set a tentative construction date for a new Central facility for the early 1980's. This new facility will replace the present Main Branch. Also included in the plan is replacement of the McClatchy Branch, which could be combined with a new Oak Park facility and constructed on a site convenient to patrons of both service areas.⁵⁷

h. Senior Citizens Facilities. Senior citizens' organizations offer a variety of services to elderly residents of the Central City. Organized activities, counselling, nutrition education, community service projects, and recreational facilities are offered by groups and agencies including



Camellia City Senior Center, the Foster Grandparent Program, the Sacramento Elderly Nutrition Program, the Senior Information and Referral Center, and St. Paul's Center. Meals a la Car provides hot meals to those unable to cook for themselves. Several retirement homes are located in the area, including the Pioneer House, Wong Center, Trinity House, and the el Mirador. Most senior citizens responding to the Attitude Survey voiced satisfaction with senior citizens' centers.

i. Financial. The Central City serves as a financial service and headquarters area for the Sacramento region, with facilities including local and national commercial banks, savings and loan associations, credit unions, mortgage institutions, finance companies, and small loan companies. Several firms have head offices or main branches within the downtown area.

j. Museums. The Sacramento City-County Museum is presently located at 1009 7th Street. Plans for a new structure have been formulated but not formally approved. The new building, to be located at Front and I Streets in the historical section of Old Sacramento, will be a reconstruction of the first City Hall and Water Works Building.⁶¹

The State operates the Indian Museum and Sutter's Fort on the block bordered by 27th, 28th, K and L Streets, the California Archives at 1020 O Street, and the Governor's Mansion at 16th and H Streets.

6. Health Services

a. Public. According to a 1975 survey, out of those responding, medical attention was provided by public agencies for 14.4% of the Central City residents (See Table 24). For minor complaints, family planning, and immunizations, residents visit the Capitol Health Center, 1500 C Street (4.6%). Those not covered by Medi-Cal pay a \$2.00 fee. Seriously ill or injured residents obtain medical attention at the Sacramento Medical Center, 2315 Stockton Boulevard (9.8%). Payment plans are worked out for those not covered by Medi-Cal or unable to cover costs. Veterans hospitals provide care for 0.8%.

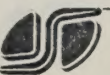


Table 24

HEALTH SERVICES - 1975

Where would or do most members of this household go to get medical attention?

	<u>Percent</u>
No Response	10.1%
Private Physician	50.5%
Kaiser Hospital	10.3%
Medical Center, Stockton Blvd.	9.8%
County Health Dept. Clinic	4.6%
Veterans Hospital	.8%
Hospital Emergency Room	1.6%
Pharmacist or Druggist	.1%
Other Medical Attention	6.2%
Do Not Get Medical Care	6.0%

Source: SRAPC, 1975 Census



b. Private. Over half (50.5%) of the Central City residents get medical attention from private physicians. Kaiser Hospital and the Medical Center provide health coverage for 10.3% of these residents.

c. Hospitals. The only major hospital in the study area is Sutter General, 2820 L Street. There are several convalescent hospitals, including Gardner, 2618 X Street, Park Sutter, 2600 L Street, and Parkside, 2727 P Street. Hospital emergency rooms are the only source of medical attention for 1.6% of the residents.

d. Other Sources. The remaining residents either receive no medical attention (6%), obtain help from a pharmacist or druggist (0.1%), or receive medical attention from unspecified sources (6%). The above figures do not include the 10.1% of households who did not respond to the survey.⁴²

7. Public Safety

a. Law Enforcement. The Central City serves as headquarters for four major law enforcement agencies, each with specific jurisdiction and responsibilities within the County. The majority of the Central City is served by the Sacramento Police Department from its central facility at 813 16th Street. The Sacramento County Sheriff's Office is located at 711 G Street, but has no jurisdiction within the City. The County Marshall's Office at 720 9th Street has the primary responsibility of enforcing court orders from civil, justice, and municipal courts and has jurisdiction within the entire County. Law enforcement on State owned and leased property is within the jurisdiction of the California State Police whose headquarters are at 1025 P Street.

b. Fire Protection. Fire protection in the Central City is provided by the Sacramento City Fire Department. Stations are located at 819 9th Street, 1215 19th Street, 624 Q Street, and 731 Broadway. A new facility, included in the Department's Master Plan, is to be located in the vicinity of 13th and H Streets. This station will replace the present 9th and 19th Street stations.⁶⁹



8. Public Works. Public Works within the Central City are primarily the responsibility of the City, although certain functions are a joint City and County responsibility. Streets and sidewalks are maintained by the City Street Maintenance and Cleaning Department. Trees growing on easements between streets and sidewalks are cared for by the Tree Division of the City Recreation and Parks Department. Solid Waste is collected by the City Waste Removal Department and deposited in the sanitary landfill between the American River and the Southern Pacific Railroad tracks. Storm and sewer drains are combined in most areas of the Central City, collected by City mains, treated by the Sacramento County Sanitation District. Mosquito control is by a joint Sacramento-Yolo County Agency.

9. Utilities

a. Water. Water for the Central City is provided by the water and sewer division of the City of Sacramento. Of the annual 26.7 billion gallons of water used within the City limits annually, 80% comes from the Sacramento and American Rivers, with the remainder pumped from deep wells. Within two to three years, well water will no longer be used. With normal population growth, there will be sufficient water for the City to the year 2030.

b. Sewage. Storm and sanitary sewage systems are combined in most Central City areas. Sewage treatment is provided by the Sacramento County Sanitation District. As of January, 1980, sewage treatment will be handled at a regional plant designed to handle limited dry weather flows. The presently operating City Main Plant will be used only if the regional plant's capacity is reached. A storage facility will be built at I-80 and Front Street to handle overflows of both plants. Raw sewage will be dumped into the Sacramento River only if capacity of all system components is reached. This would only occur during extremely heavy rainfall.⁴³

c. Telephone. Telephone service in the Central City is handled by the Pacific Telephone and Telegraph Company.



d. Electricity. Electricity for Central City customers is provided by the Sacramento Municipal Utilities District, a publicly owned utility. In the event of system shortages, power is purchased from the regional grid.

10. Gardening. There are four neighborhood or community gardens within the Central City. One of these, the Terra Firma Garden of the Ecology Information Center, is located on the half block of Q Street between 14th and 15th Streets. This garden contains both community sections and private garden plots. The land is leased on a two-year basis from the State of California. This arrangement will continue until the land is needed for other uses. A slightly smaller neighborhood garden is adjacent to the Terra Firma Garden on the half block facing P Street between 14th and 15th Streets. It is also leased from the State but by the Downtown Center and funded by the Sacramento Area Economic Opportunity Commission. This garden is one of several within Sacramento County initiated by the California Agricultural Extension Service who provides technical assistance as needed. A third garden at 15th and O Streets of only one quarter block is also on State land. Though initiated by the Agricultural Extension Service, it is maintained by a group of neighborhood people under the sponsorship of the State Parks and Recreation Department. The Department holds the lease on this garden. A fourth very small neighborhood garden is on privately owned land and is sponsored by St. Francis School which pays the liability insurance on the land.

Considerable numbers of people maintain private food gardens within the Central City. Because of the small size of lots in the Central City and the many large trees in residential areas, backyard gardening is somewhat restricted. Community and neighborhood gardens have been popular among residents of the Central City, particularly among apartment dwellers. With rising food costs, these community gardens are especially valuable to persons on low and fixed incomes as a method of lowering their cost of living. Other benefits include development of community interest and pride, fostering neighborhood interaction, and providing points of interest for visitors to the City.



11. Visual and Aesthetic Values. Aesthetic values are found in scenic qualities of natural and man-made environments. Aesthetics, defined as sense perception and appreciation of sights beautiful or pleasing, represent an intangible environmental resource which is subjective, due to individual values. Aesthetic qualities are found in natural areas, historic sites, architecture, and geologic formations.

Scenic environments often enhance mental well-being by allowing persons to relate to natural forms of visual stimulation, peace and tranquility, away from the pressures of living that have made their lives less meaningful than they desire.

The Central City presently contains a variety of residential neighborhoods and architectural styles. The core of the Central City residential area contains the older, more traditional homes. Multiple-family units have been interspersed with these homes; and, more often than not, distract from the aesthetic qualities of the area. Tree-lined streets and well-kept yards are major aesthetic resources. Homes and apartment structures in some neighborhoods have been allowed to deteriorate with little or no apparent concern by owners or tenants.

Commercial buildings in the downtown area range from visually intrusive to very pleasing in architectural style. Although some structures are in good condition, they are aesthetically out of place in their surroundings. Recent construction of new structures and rehabilitation of older structures has often been done with careful consideration of the aesthetic context.

The Capitol Mall area is a good example of a man-made scenic resource providing an aesthetically pleasing effect. The architecture is of varied styles and offers a large grassy open space in the center which gives a feeling of spaciousness. The presence of the Capitol Building at one end provides a relief from the closed feeling found in other commercial areas of the City.

The Central City contains a large number of parks and open space areas that offer a pleasant contrast to the surrounding areas, such as the State office area which is generally aesthetically unattractive; dominated by large parking lots, vacant and undeveloped land, and apartment units in



various stages of repair. The present R Street industrial corridor is dominated by large metal warehouse sheds, loading docks and associated facilities, and railroad tracks which provide little in the way of a positive aesthetic nature.

C. Economics

1. Income. As shown in Table 25, the average Central City household income in 1975 was consistently lower than that of the City of Sacramento as a whole. Nearly one-third of all Central City residents answering the 1975 Special Census reported a household income less than \$4,000, as compared to one-seventh of all City residents.⁴² Median family income has continued to decline for some time within the Central City. The lower income group includes the elderly, widows, indigent males on welfare, and unemployed or underpaid workers.

2. Employment. The Central City serves as an employment location for many regional workers. In 1975, 28.2% of all Sacramento County workers were employed in the Central City while only 4% of the county's residents lived there (Table 26). Nearly 40% of the employees worked in public administration at all levels of government, local, State, and Federal; about one-fourth of the Central City employees worked in service occupations; and almost one-fifth were in retail and wholesale operations.³⁶ Manufacturing, mining, and construction employed about 6%. Since 1970, white collar workers have become a larger percentage of the Central City residential and employment populations possibly due to greater employment and better housing opportunities. Office-related jobs have increased with the increased building and renovation of offices.

3. Industry. There are no large industrial complexes (foundries, scrap metal yards, petroleum refineries) in the Central City. Food processing plants



Table 25

GROSS HOUSEHOLD INCOME BY NEIGHBORHOOD, 1975

In what category did the total gross household income fall last year?

<u>Neighborhood</u>	<u>No Response</u>	<u>Less than \$4000</u>	<u>\$4000- \$7999</u>	<u>\$8000- \$14,999</u>	<u>\$15,000- \$29,999</u>	<u>\$30,000 or more</u>
Northeast	37.4%	18.1%	17.5%	18.1%	8.1%	.8%
E., North of Capitol	31.5%	35.0%	19.1%	10.3%	3.6%	.5%
E., South of Capitol	25.1%	30.8%	20.9%	16.5%	6.0%	.7%
South of Capitol	29.4%	24.4%	16.5%	14.1%	12.2%	3.4%
Southeast	23.6%	23.1%	20.5%	23.6%	8.4%	.8%
Southside	42.9%	22.8%	15.3%	14.0%	4.4%	.6%
CBD	29.3%	46.5%	17.7%	5.0%	1.0%	.5%
Alkali Flat	28.3%	53.2%	14.2%	3.6%	.5%	.2%
Washington	23.7%	37.5%	22.9%	11.5%	3.9%	.5%
Central City	30.8%	30.3%	18.4%	13.6%	5.9%	1.0%
Sacramento City	32.1%	15.3%	15.0%	19.8%	15.2%	2.6%

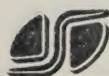
Source: SRAPC, 1975 Census

Table 26

CENTRAL CITY EMPLOYMENT BY INDUSTRY, 1975

<u>Industry</u>	<u>Number of Employees</u>	<u>Percent of Total</u>
Agriculture, Forestry, Fishing	102	.1%
Mining	8	Negligible
Construction	1,286	1.6%
Manufacturing	3,735	4.6%
Transportation, Communication, Utilities	6,211	7.6%
Wholesale Trade	5,515	6.8%
Retail Trade	9,734	12.0%
Finance	3,437	4.2%
Service	20,131	24.7%
Public Administration	31,122	38.2%
Other	166	.2%
Totals	81,447	100.0%

Source: SRAPC, 1975 Employment Module



prepare almonds, fruits and milk products and specialty food items. Other small industrial operations include machine shops, steel fabricators, sheet metal shops, and lumber dealers. The area also is significant in warehousing, storage, trucking, and shipping.

4. Retail. The Central City is the location of a great number and variety of retail establishments providing goods and services to all segments of the population. Many of the smaller businesses are located in converted older homes and specialize in convenience items. Some of the businesses in this area provide low-cost goods and services to low-income residents. A number of major retail businesses have located or are planning to locate at the west end of the K Street Mall. With the completion of these, and the proximity of Old Sacramento and its many specialty shops, a desirable retail area will be established.

Restaurant and lodging services provide food and shelter to an increasing number of tourists and convention delegates. Within the Central City are nearly 150 restaurants and coffee shops, providing everything from hamburgers to gourmet food, with many ethnic groups represented. Lodging is provided by hotels and motels, varying in size and quality.

5. Local Governmental Revenues. Retail sales taxes, room taxes, and taxes on food and drink provide income for local governmental agencies. Room taxes are used to finance the convention center. Property tax revenues depend on local land values, and help provide income for services provided by the City and County. Business operations taxes are levied on all types of operations within the City, with rates depending on gross annual receipts. An additional levy has been placed on businesses operating in the "Downtown Business Improvement Area", defined as that part of the city bounded by 3rd, 13th, I and the alley between L and Capitol Mall. Additional revenues from this levy are to be used for: promotion of retail trade activities in the area; promotion of public events which take place on or in public places in the area; decoration of public places in the area; and furnishing of music in public places in the area.



D. Education

Public schools within the Central City are administered by the Sacramento City Unified School District. In response to a declining school age population in recent years, several Central City schools have been closed. Junior and senior high school students must attend classes outside the Central City as there are no upper level schools within the Central City.⁶

Two new elementary schools, William Land, 2120 12th Street and Washington, 520 18th Street, were recently built in response to the Field Act. A third elementary school, Newton Booth, 2620 V Street, is due to close when students can be moved to new facilities.¹⁰

Several former elementary school sites are still used by the school district. Fremont, 2420 N Street, is utilized for adult education. Marshall, 2718 G Street, and Lincoln, 418 P Street, are used for school district offices. Suggestions have been made for conversion for part or all of sites not currently used to parks and recreational uses.¹⁷

School district administration office are located at 1619 N Street on a site previously considered for State office building expansion. Plans have been considered for replacement of the facility or dual City government-school administration offices.

Two private elementary schools in the Central City also offer education: St. Francis of Assissi, a parochial school with grades 1-8; and Melvin Smith, grades 1-6, with classes for children with learning disabilities and physical handicaps. Preschool and kindergarten classes are sponsored by private and community organizations.

E. Attitudes and Lifestyles

The cultural environment of the Central City is a composite of numerous cultural and socio-economic groups. The cultural mix within the Central City includes several sections with readily identifiable ethnic concentrations, but in general there is a great deal of cultural, ethnic and economic mixing. In 1975, the ethnic breakdown of the Central City was 67% white, 13.4% Chicano, 11% Asian, 5.7% black, and 2.9% other.⁴²

The lifestyle of many Central City residents is shaped by the dominance of local, Federal, and State government in the area. A large number of



Central City residents are employed in governmental or service-related occupations. Historically, local governmental political positions have been dominated by the majority white population. Recent election or appointment of minority persons to positions of significance reflects the growing interest of minority citizens in local politics. A growing concern by Central City residents in planning and other local issues is evident as citizens have become more vocal in their opposition or support for proposed actions. This trend toward greater citizen participation in local governmental activities will likely become more significant as young, or politically active residents continue to move into the Central City to purchase and rehabilitate older homes.

A high degree of neighborhood cohesiveness presently characterizes many sections of the Central City. This identity and neighborhood consciousness is based on such factors as ethnic and economic similarity, historical neighborhood ties, ties to neighborhood schools and similarities of occupational and socio-economic status. In 1970, just over one-half of the Central City residents above the age of 25 had graduated from high school and about one-tenth had attended college for four years or more. This situation is changing somewhat as significant numbers of more affluent professional persons are moving into the Central City and rehabilitating older homes. Both these new residents and the old time residents are characterized by a high degree of interest in and loyalty to the Central City.

III. Physical Environment

A. Air Quality

1. Air Basin Characteristics. The air quality of an urban environment depends on: the ability of the environment to disperse, transform, and remove pollutants; pollutant source characteristics; and background pollutant characteristics. The capacity of the air basin over a region to disperse, transform, and remove air pollutants depends on a variety of

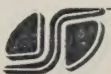


factors, including the amount and type of pollutants emitted, and meteorological and geographical characteristics of the region. The mountains bordering the Central Valley channel pollutants to the north and south, reinforced by the action of prevailing winds from the Carquinez Strait.⁴⁰

Both bright sunlight and temperature inversions contribute significantly to the air pollution situation in the Sacramento area. Photochemical smog results from bright sunlight reacting with hydrocarbons in the air. Heavy concentrations of the resultant oxidants would be experienced in Sacramento on the many sunny days were it not for the frequent winds which dilute these pollutants or blow them away. For at least forty days in a year, however, the combination of photochemical smog and inversion layers create a situation whereby air pollutants are easily concentrated.³⁴ Under normal conditions, the air becomes cooler with increasing distance from the ground. When an inversion occurs, a warm air layer forms at varying heights above ground level, trapping cold air and pollutants below. The greatest potential for these inversions occurs in the fall. The ideal condition is reached when the air is calm and the sun is bright enough for photochemical smog reaction but not hot enough to dissipate the inversion.⁴⁰

As a result of these factors, Sacramento has a high potential for air stagnation and resulting poor air quality. A recent study showed the Sacramento area had 200 episode days of meteorological air pollution potential, over a five-year period. On these days the wind speed was not above 4 meters/second, there was no significant precipitation, and the mixing height below the inversion layer was less than 1500 meters.⁴⁹

2. Pollutants. Air pollution is a phenomenon of urban living that occurs when the natural capacity of the air to clean out or dilute pollutants is over-burdened. For virtually every known pollutant, there are natural processes that tend to remove it from the atmosphere.¹ When these processes are over-burdened, pollution occurs. Pollutants are broken into two categories: primary pollutants emitted directly by sources, including carbon monoxide, particulates, oxides of nitrogen and sulfur, and hydrocarbons; and secondary pollutants, which are primary pollutants altered by photochemical processes, including ozone, nitrogen dioxide, peroxyacetyl nitrates, and aldehydes.⁴⁰



Sources are either mobile, which includes autos, trucks, trains, planes, and buses; or stationary, which includes factories, homes, stores, construction sites, and agricultural facilities.

a. Primary Pollutants

1.) Carbon Monoxide. Incomplete combustion of carbonaceous fuels produces carbon monoxide. The principal source of this pollutant is the internal combustion engine. If concentrations of about 100 parts per million (ppm) occur over a period of several hours, hazards to human beings result. Particularly susceptible individuals may be affected at lower levels.¹

2.) Particulate Matter. Particulates are defined as particles of solid or liquid matter. Sources of this pollutant include smoke and dust from agricultural activities, industrial operations, construction activities, mineral operations, and vehicle exhaust.⁴⁰ Approximately one-fourth of particulates stem from motor vehicle emissions. Other sources of particulates are agricultural burning, forest fires, pollen and dust storms.

3.) Sulfur Dioxide. Sulfur dioxide results primarily from the combustion of coal or oil, both of which contain substantial percentages of sulfur in various chemical forms. In the Sacramento area, few industries and homes presently use coal or oil for heat, thus the main source of sulfur dioxide is motor vehicle emissions.¹

4.) Hydrocarbons. The term "hydrocarbon" covers a variety of organic compounds containing hydrogen and carbon atoms. The terms "organic compounds" and "organic gases" are used for compounds generally classed as hydrocarbons. Hydrocarbons are emitted during production, refining, and distribution of petroleum and petroleum products, incomplete combustion of fuels, fuel system evaporation, blowby of combustion gases from motor vehicle crankcases, and evaporation of solvents. Crankcase emissions in newer cars have been eliminated or minimized through the use of required PCV systems.¹⁴



Upon reaction with nitric oxides and nitrogen dioxides in sunlight, reactive hydrocarbons contribute to the formation of photochemical smog. Not all hydrocarbons are photochemically reactive. Methane, the chief component of natural gas, is inactive. Acetylene, benzene, and the simple paraffins such as propane and butane are nearly inactive. All olefins, the more complex aromatics, and the higher paraffins are reactive, though they vary widely in rate and products created. Recent government studies have classified organic gases into three groups, determined by reactivity.¹⁴ Class I gases yield little, if any ozone under urban conditions. Class II gases and compounds give an intermediate yield of ozone within the first day of solar irradiation. Class III gases and compounds give very high yields of ozone within a few hours of irradiation.³ By identifying the reactivity of certain organic compounds, future maximum emission levels can be set for specific hydrocarbons.

5.) Nitrogen Oxides. Only two of the known oxides of nitrogen are normally considered as pollutants: nitric oxide and nitrogen dioxide. Nitric oxide is formed when combustion takes place at a sufficiently high temperature to cause reaction between the nitrogen and oxygen of the air, as is found in automobile cylinders. Nitric oxide is generally emitted as such into the atmosphere, though through photochemical processes a substantial amount of it may be converted to nitrogen dioxide, considerably more toxic.¹

b. Secondary Pollutants. Photochemical smog is created by a reaction of certain hydrocarbons, some nitrogen dioxide and nitric oxides in the presence of sunlight. The resultant oxidants include ozone, members of the peroxyacetyl nitrate family (PAN), hydrocarbon radicals, and certain aerosols. Ozone is the largest component.² There is little or no ozone emitted as such into the atmosphere. Air pollution caused by photochemical smog is characterized by a brownish haze, which can irritate the eyes, nose and throat, and damage plant life.³⁴

3. Air Quality Standards. Air quality standards have been set by the Federal and State government concerning the concentration levels of pollutants



which can be allowed in the air without adverse effect. Standards are generally of two kinds: standards based on research which quantitatively relate air pollution exposure to detrimental health effects, and subjective standards based on aesthetic values and protection of property which reflect the judgements of the community in which they are applied. There are a number of potentially harmful substances for which no standards can be recommended at present because of insufficient knowledge. In two instances, particulates and visibility, standards have been adopted despite severe limitations of knowledge because they are of such great and immediate concern to the public; additional studies in these and other fields are urgently needed.³ Federal air quality standards are divided into primary standards, established for protection of the public health, and secondary standards, established for the protection of the public welfare.

Air quality standards are based on the dosage concept of air pollutant exposure. The dosage of an air pollutant experienced by a receptor depends on the duration and the concentration of the air pollutant. For example, each standard is given in terms of a certain average concentration of pollution experienced for a given duration. The air quality standards consider the dosage levels (i.e., the time and concentration) for the respective pollutants at which detrimental effects have been documented. Federal standards include safety margins in that the dosage levels of the standards are below that at which effects have been documented.³ Both Federal and California Standards are given in Table 27.

4. Central City Air Quality. Air pollution within the Central City is monitored by the State Air Resources Board. The monitoring station is at 1025 P Street on the 5th floor. The pollutants monitored and the California and Federal Standards are shown in Table 27.

Ambient air quality standards have been exceeded within the Central City in oxidant, particulate and carbon monoxide levels. Presence of oxidant levels exceeding standards on 42 days indicate development of photochemical smog.

The absence of any great concentration of sulfur dioxide is the result of use of natural gas for heat instead of coal or oil. Some concentrations of sulfur



Table 27

CENTRAL CITY AIR QUALITY - 1975
(1025 P Street)

<u>Pollutant:</u>	<u>Oxidant</u>	<u>Carbon Monoxide</u>	<u>Particulates</u>	<u>Nitrogen Dioxide</u>	<u>Sulfur Dioxide</u>	<u>Lead**</u>
Averaging Time	1 hour	8 hours	24 hours	1 hour	1 year	1 month
EPA* Standards	.08 ppm	9 ppm	75 ug/m ³	.05 ppm (annual)	.03 ppm	None
California Standards	.10 ppm	10 ppm	60 ug/m ³	.25 ppm	-	1.5 ug/m ³
Highest 24-hr Ave			135	.20 ppm		
Highest Hourly Ave	.19 ppm	20 ppm		.20 ppm		
Days Lowest Standard Exceeded	42	11	12% of readings	0	0	
Annual Average			60 ug/m ³	.027 ppm		

* Federal Primary Standards

** Only December average greater than standard. (1.62 ug/m³)

Sources: California Air Resources Board, California Air Quality Data, Summary of 1975.



dioxide have been found in the southeastern part of the County. These air pollutants are carried in by wind from the San Francisco Bay area. Table 28 shows volumes and percentages of 1975 emissions from both stationary and mobile sources within Sacramento County.

B. Noise

Noise can be defined as unwanted or undesirable sound. Though certain sounds are agreeable to some and disagreeable to others, noise is generally objectionable to all persons. Noise assaults modern man outdoors, indoors, and on the job, but only recently has been considered a genuine problem. Recent studies have shown that damaging effects of high noise levels include: hearing impairment; health impairment; and behavior problems.²⁶ Many factors are considered in the study of noise: loudness, pitch, duration, frequency, number of noise events, time of occurrence, and whether the sound is repeated or sudden. Scientists have devised many ways to measure and study noise, the most utilized is a weighted decibel scale which shows graded differences of noise intensity. The most commonly used is the dB(A) scale which most closely approximates the hearing response of the human ear.

Noises in the Central City can be classified as either ambient or specific source noises. Typical ambient noise levels are shown in Table 29.

Specific noise sources in the Central City include motorized vehicles, railroad trains, powered garden equipment, stereo sound amplifiers, musical instruments, power tools, air conditioners and compressors, construction activities, and domestic electrical appliances.

Generally speaking, traffic noise radiating from freeways and expressways and mid-town shopping and apartment districts probably disturbs more people than any other source of outdoor noise. Generation and intensity of traffic noise depends on vehicle mix, vehicle speed, character of vehicle/roadbed interface, and the surrounding environment.

Other major noise sources in the Central City are construction and industrial activities. Industrial activities are generally located away from residential receptors. Examples of noise level emissions of a typical urban environment can be seen on Table 30.



Table 28

AVERAGE EMISSIONS OF POLLUTANTS - 1975

SACRAMENTO COUNTY

SACRAMENTO VALLEY AIR BASIN

	ROG		TOG		PART		NO _x		SO ₂		CO	
	Tons/ Day	%	Tons/ Day	%	Tons/ Day	%	Tons/ Day	%	Tons/ Day	%	Tons/ Day	%
<u>STATIONARY SOURCES</u>		(26)		(34)		(78)		(9)		(8)		(4)
Petroleum Handling	11.0	40	11.4	25								
Organic Solvent Users	11.6	42	25.3	55	.3	1						
Chemical					.7	2						
Metallurgical					.2	1						
Mineral					7.7	27						
Food & AG Processing					3.1	11						
Pesticides	.4	1	.4	1								
Wood Processing					1.2	4						
Combustion of Fuels	.5	1	1.2	2	1.6	5	7.4	95	.5	100	.2	1
Waste Burning	2.6	9	4.9	11	2.3	8	.2	2			8.0	35
Miscellaneous area Sources	2.1	7	3.2	6	11.9	41	.2	3			14.4	64
Total Stationary	28.2	100	46.4	100	29.0	100	7.8	100	.5	100	22.6	100
<u>MOBILE SOURCES</u>		(74)		(66)		(22)		(91)		(92)		(96)
Motor Vehicles -												
On Road	64.4	81	70.5	81	7.2	88	61.4	83	3.1	62	451.8	86
Aircraft	9.4	12	10.2	12	.3	4	3.2	4	.4	8	38.8	7
Railroads & Ships	.6	1	.6	1	.1	1	2.4	3	.4	8	.9	0
Other Off-Road Vehicles	4.7	6	5.3	6	.6	7	7.2	10	1.1	22	34.7	7
Total Mobile Sources	79.1	100	86.6	100	8.2	100	74.2	100	5.0	100	526.2	100
TOTAL OF ALL SOURCES	107.3		133.0		37.2		82.0		5.5		548.8	

Source: State Air Resources Board

ROG: Reactive Organic Gases TOG: Total Organic Gases
 CO: Carbon Monoxide PART: Particulate Matter NO_x: Oxides
 of Nitrogen SO₂: Sulphur Dioxide

Table 29

SACRAMENTO COUNTY AMBIENT NOISE LEVELS

	Decibels	
	<u>Evening</u>	<u>Daytime</u>
Quiet community, some nearby main traffic routes and higher density residential and semi-residential/commercial use	50	60
Less quiet community near main traffic route, intersections, limited commercial and industrial use	60	65
Least quiet community near free-ways, airports, industrial use	65+	70+

Source: Sacramento County

Table 30

TYPICAL SOUND LEVELS OF NOISES FOUND IN A RESIDENTIAL ENVIRONMENT

<u>Type of Source</u>	<u>Maximum Noise Level dB (A)</u>	
	100	Very Loud
Fire Engine Siren	95	
Diesel Truck	90	
Street Sweeper	87	
Train Passing	84	
Motorcycle, Rapid Transit Bus	84	
Garbage Truck	83	
Freeway Automobile Traffic	80	Moderately Loud
Automobile Horn, Tire Squeal	78	
Vacuum Cleaner	70	
Car Brake Squeal, Power Lawnmower	68	
Children Playing	64	
Cat Fight, Dog Barking, Air Conditioner at 20'	60	
Stationary Train with Engine Idling, Auto at Distance, Normal Speech at 10'	55	
Milk Truck	54	
Radio Playing Music	52	
	50	Quiet
	30	Very Quiet

Source: Acoustical Publications, Inc.,
U.S. Environmental Protection Agency



C. Ecosystems

Urban areas represent mankind's most intensely utilized type of environment. Because of the vast areas of concrete and asphalt, vegetation is restricted to plants placed and encouraged by man or those opportunistic species that can survive in parks, yards, vacant lots and exposed patches of soil. Ecosystems complexity in the Sacramento Central City as in other urban areas has been reduced to extreme limits. Animal life dependent upon the pre-urban habitats has declined along with the plant life, having been replaced by opportunistic plants and animals which benefit from disturbed environments.

The greatest amount of vegetation in the Central City is in the landscaped areas, especially parks, though the largest variety of herbaceous growth may be in vacant lots (See Appendix A and B). Less extensive areas of vegetation are around buildings, and in lawns, yards, and vacant lots. These areas support a variety of wildlife with a high tolerance to human activity. Some bird species are especially adaptable to life in the City.

A variety of trees and shrubs are utilized for landscaping in the Central City and provide habitats in terms of nesting sites and cover for a number of bird species (See Appendix A). Among the most common street trees are the American sycamore, London planetree, Siberian and other elms, camphor tree, Mexican fan palm, California fan palm, Mexican blue palm, and several maple species. Common coniferous trees are California incense cedar, redwood, Canary Island pine, Japanese black pine, and deodar cedar. A variety of fruit trees occur most frequently in residential yards including orange and other citrus.

A total of approximately sixty-two species of birds have been sighted at one time or another within the boundaries of the Central City (See Appendix C). Approximately twenty-three species of birds commonly nest within this area. About fifteen of these are year around residents. Another nineteen species commonly winter within the Central City. The birds most commonly found nesting in the Central City are those that actually prefer the proximity of humans or utilize large buildings or other man-made structures for their nests. Among these are the starling, domestic pigeon, house sparrow, Brewer's blackbird, mockingbird, scrub jay, robin, morning dove, and house



finch. A number of purple martin pairs nest yearly in the Sacramento Central City. Many more nested here before the older tile roofed buildings were removed. A few pairs still utilize older buildings along K Street. Several pairs now nest in "breather holes" beneath the I-80 and I-5 freeways. Crows are found in unusually high numbers in the Central City area, roosting in trees and foraging in the surrounding regions. California gulls are also common, especially in school yards and where they have access to garbage.

Cooper's hawk and the barn owl are the most common raptors nesting in the Central City area. Others commonly seen are the sharp-shinned hawk, kestrel or sparrow hawk and the screech owl. The rare peregrine falcon has been sighted flying near the Central City.¹

Other than pets, mammals in the Central City include the Norway rat and the house mouse as common pests and occasionally the deer mouse. The black or roof rat has become more common in recent years in areas near parks. Norway rats present a problem because of their destructive nature and the fact that they are disease carriers. Both pet and feral cats probably provide some control over rats and house mice. The striped skunk may occasionally wander into the Central City from the American River and is a health threat as a rabies carrier. The most common squirrel in the parks and elsewhere in the Central City is the introduced eastern fox squirrel. Two bat species occur in the Central City, the hoary bat, which usually roosts in trees during the warm months of the year, and the more common Mexican freetailed bat which roosts in attics and on the walls of buildings.

IV. Energy

A. Mobile

Within the Central City in 1975 there were roughly 333,000 daily motor vehicle trips. The vast majority of these were by automobiles. These trips averaged roughly 6 miles each for a total of 1,998,000 miles daily.⁶ Daily consumption of fuel was approximately 157,842 gallons, at an average of approximately 12.6 miles per gallon. With just under 1.3 persons per automobile, there were about 432,000 person trips per day at an average of 6 miles per trip there were approximately 2,592,000 person miles logged each



day.⁶ This is an equivalent of approximately 16.4 person miles per gallon.

Diesel buses averaged approximately 2400 trips per day. These busses average approximately 5 miles to the gallon and are capable of carrying 60 passengers.⁷¹ The system wide average throughout the month for Regional Transit busses is 37 passenger miles per gallon, a little over double that of the automobile rate. At peak hours Regional Transit busses operate at a rate of 300 passenger miles per gallon, approximately eighteen times the number of automobile passenger miles per gallon.⁷¹

B. Stationary

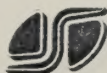
The present use of energy in the Central City is 1717 trillion BTU's a year. In 1975, the largest energy user in the Central City by class was the office category. Offices utilized 58.6% of all energy consumed in the Central City by stationary users or about 1006 trillion BTU's a year. Residential structures were next with 23.4%. Commercial, heavy commercial and industrial structures utilized altogether 18% of the total energy.

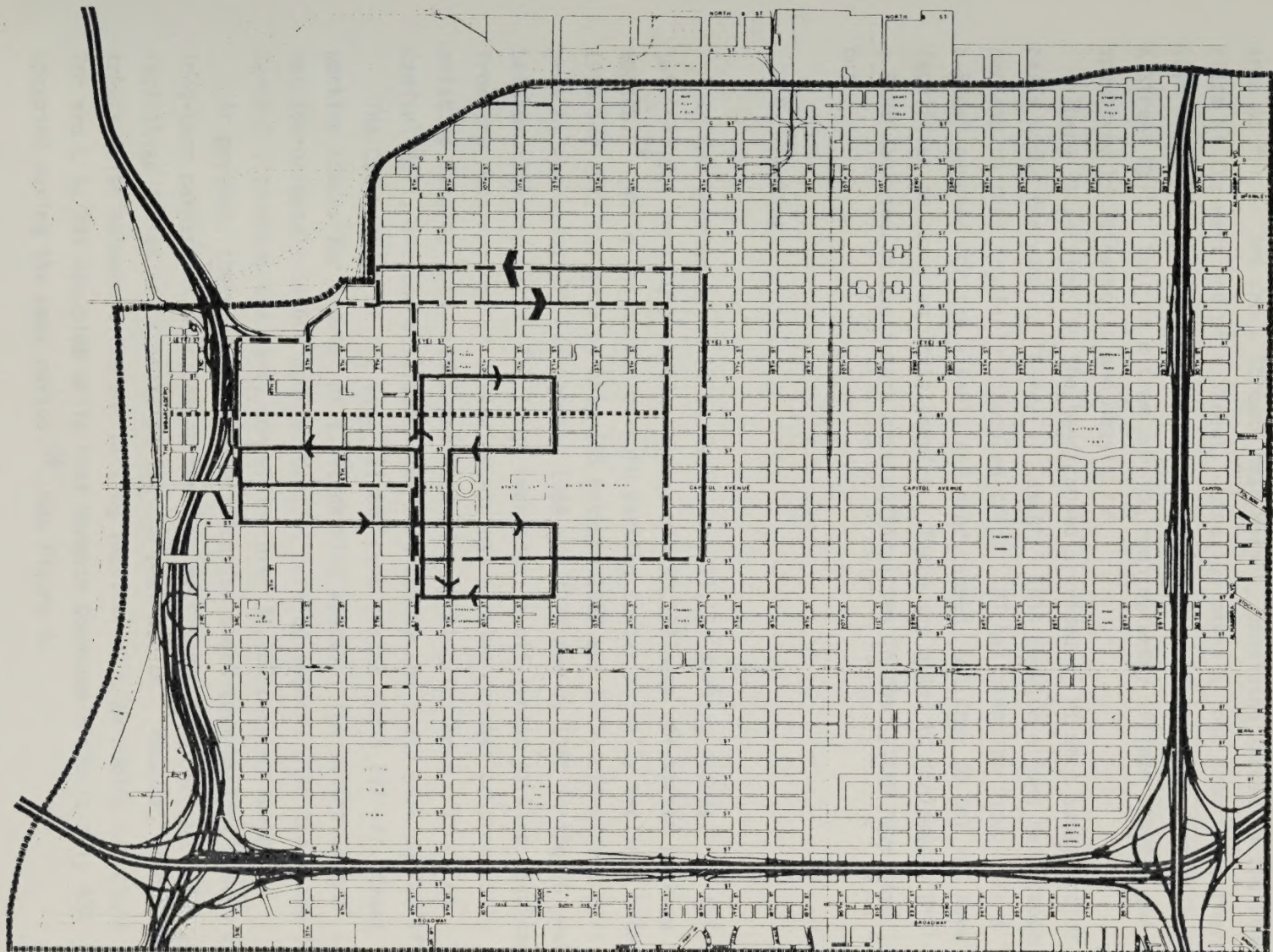
Some State offices have placed sun screens on windows in order to curtail air conditioning expenditures. Very few other energy saving devices have been incorporated into the designs within the Central City. There is a proposal for a State building in the block bounded by P, Q, 8th and 9th Streets which will incorporate numerous energy conservation devices including the use of solar energy. In general, energy is very inefficiently utilized within the Central City, as is the case throughout the nation.

V. Transportation

A. Streets and Highways

In the Central City there are presently fourteen north-south and fifteen east-west through streets. All of these are one-way with the exception of Alhambra Boulevard and Broadway. Most of these streets function as major thoroughfares. Traffic volumes within the Central City are presently below street design capacity except for short periods in the vicinity of some





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EXISTING AND PROPOSED
DOWNTOWN
TRANSIT SYSTEMS

Legend:

- K STREET SHUTTLE (EXISTING)
- DOWNTOWN LOOP SHUTTLE (PROPOSED)
- BUS MALL (PROPOSED)
- NOON SHUTTLE (EXISTING)

Scale in Feet

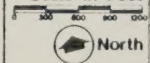


FIGURE 3

area as far as 3rd and L Streets near Macy's, providing access to the Downtown Plaza at the west end of K Street. Line 101 makes a loop from the corner of 12th and J Streets near Weinstock's to provide service to the east side of K Street Mall. This is a free service running every fifteen minutes and sponsored by Weinstock's and Macy's.

There is service for the handicapped provided by RT on a subscription basis under the name of "Care-Ful Coach". This service allows handicapped persons to take regularly scheduled trips. RT has plans to inaugurate a "Dial-a-Ride" service for the elderly and handicapped, but they do not yet have the facilities to carry out this service. There are plans to implement "Dial-a-Ride" service in the future once difficulties in the system have been ironed out.

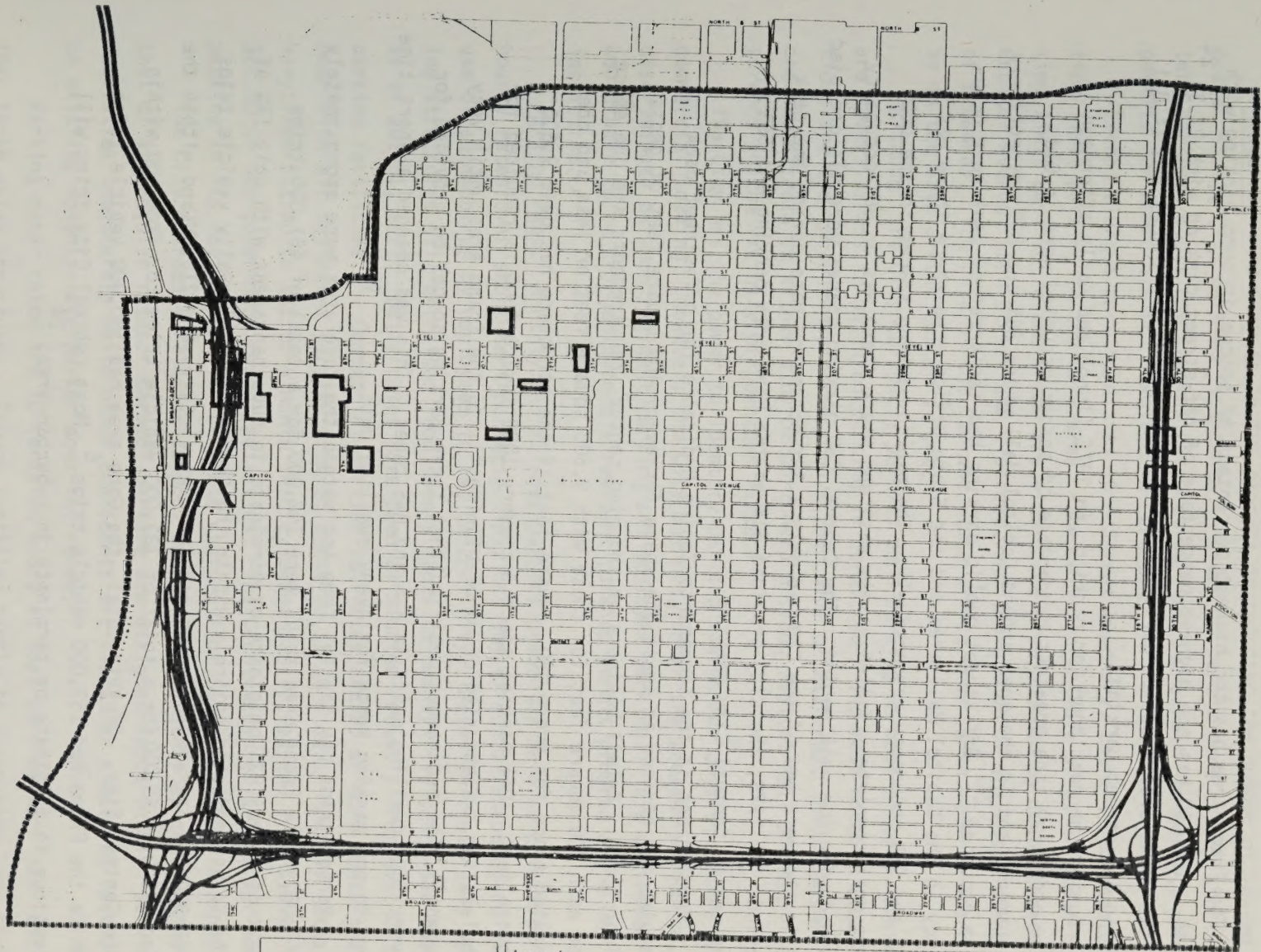
C. Parking

In the Core area, in 1975, there were 25,183 parking spaces. Of this total 41,564 were curb parking spaces and 20,619 were off-street parking spaces.²⁴ While the number of curb parking spaces actually declined between 1960 and 1968 and grew by only 13% between 1968 and 1975, off-street parking grew by approximately 64% between 1968 and 1975 and by 136% in the 15 years between 1960 and 1975. The large increases in off-street parking resulted from the construction of several municipal parking garages on previously existing parking lots, additional exclusive parking to serve offices on Capitol Mall, and the development of more County and State parking facilities.

The CBD portion of the Core has 845 curb spaces and 5,797 off-street parking spaces for a total of 6,642 parking spaces. The entire Central City has approximately 56,600 non-residential parking spaces, with the Frame (the Central City minus the Core) containing over 31,400 parking spaces.

At present, there is some competition for short-term parking spaces by long-term parkers in portions of the CBD, with more convenient parking facilities filled to capacity during the peak period. However, strong contrasts exist between different parking facilities. The public structure at 7th and L is 98% occupied while that beneath Downtown Plaza is only 40% occupied during the peak period.²⁴ See Figure 4.





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CITY-OWNED PUBLIC
PARKING FACILITIES

Legend:



PARKING FACILITIES

Scale in Feet

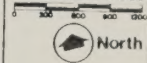


FIGURE 4

The Frame area has the highest percentage of spaces in curb parking with 55.4%. The CBD has the highest percentage of off-street parking with 87.3%.²⁴ Of the Frame area's 31,425 parking spaces, 17,414 are curb spaces and 14,011 are in off-street parking.

During the peak hour for parking in 1975 (lunch and early afternoon in June and July), the greatest percentage of spaces occupied were in Old Sacramento and in the area around Capitol Mall where 88% and 89% respectively were occupied.²⁴ Off-street public parking had the greatest peak hour occupancy in the Capitol Mall area and the State office area where there was a 96% and 95% occupancy respectively. The public parking spaces in the CBD were most completely filled on its east end where there was an 86% occupancy rate during the peak period. The Central CBD parking spaces were 81% occupied while the west end of the CBD had only a 39% occupancy rate during the peak period. In 1975, the City provided 51% of the Core area parking and 55% of the entire Central City parking.

Regulations in the Sacramento Zoning Ordinance for off-street parking require for offices at least one space for every 400 square feet of gross floor space. Retail business or shopping center requirements are one space for each 400 square feet for those with 9,600 square feet or less, and one parking space for every 250 square feet if the structure has over 9,600 square feet. One parking space for every 1000 square feet is required for wholesaling, warehousing or manufacturing.³¹ In the Frame area until very recently, the ordinance specified that three parking spaces be provided for every four dwelling units in R-4 and R-5 zones. This was changed a short time ago to one parking space for every dwelling unit.

Person trips per day to, from and within the Core area were approximately 263,000 while Frame area trips were 198,000 for a total of 461,000 trips. Most of these (83%) originate or terminate in suburban areas with only 17% of the trips conducted entirely within the Central City.²⁴ Daily vehicle trips between the Sacramento Region and the Central City were 278,000 and within the Central City 55,000 for a total of 333,000 vehicle trips to, from and within the Central City. Of this total, the Core area had 180,000 vehicle trips while the Frame had 153,000 vehicle trips.⁶ Most Central City trips will continue to originate or terminate in suburban areas.²⁴



Measures. The City is in the process of reducing the number of leased spaces in the City parking facilities in order to permit more use by short-term parkers. Only one Central City lot currently provides new monthly parking permits for commuters not involved in carpools.

Except along a portion of its 16th Street boundary, there is no unmetered time limit parking in the Core area. The only appreciable areas of unmetered time limit parking in the Frame are within the area bounded by 19th Street, Capitol Avenue, 25th Street and I Street, and along most of the eastern end of Broadway. The bulk of the CBD and State office area is in metered space as is the area around Sutter's Fort.

Although the City currently permits curb parking on most streets, there are several areas in which no parking is permitted. The most notable exceptions are the two one-way streets on either side of east-west I-80, the two one-way streets on either side of north-south I-80, Capitol Mall and the streets in the vicinity of Downtown Plaza.

The City has the power to identify parking spaces for busses, taxis, or commercial loading. However, the City may not, under the present ordinance, discriminate between resident parking and employee parking. This ordinance would have to be changed before a resident parking permit program could be instituted.

Parking Fees. Monthly and all-day parkers presently have an advantage in hourly rates over short-term parkers. This has the effect of encouraging the use of automobiles by employees in the Central City. Rates in the City's parking structures will be raised from twenty cents to twenty-five cents per hour as of July 1, 1977. Daily rates have been eliminated recently from most City parking facilities.⁶⁷ Commercial parking lot rates are 25 or more cents per hour with all day rates varying from 50 cents to \$1.50 a day. Monthly rates vary from \$11.00 to \$32.00 a month in City-owned facilities and from \$10.00 to \$22.50 in non-government owned facilities. The County charges \$12.00 for monthly parking in its facility while the State charges from \$6.00 to \$18.50 a month.²⁴

The City charges a rate for carpool spaces approximately 25 cents below that of its regular rates. Carpool parkers are assigned space in City parking facilities immediately while other applicants are placed on a waiting list until an existing monthly-rate parker does not renew.

Parking meter rates are 10 cents an hour, so that curb parkers pay less than those using structures. Though installed partly to discourage long-term



parking, many metered curb parking spaces are used in preference to higher priced parking structures by long-term parkers who merely keep "feeding" the meters.

D. Bicycle

Several bike routes presently exist through the Central City: a three and one-quarter mile segment of the eight mile long Core City Route which extends from California State University to Miller Park; and three separate segments connected for convenience on D, 28th, and V Streets, totalling four miles. See Figure 5 for both routes. The first route enters the Central City at Alhambra Boulevard along K Street, crosses Capitol Park and ultimately follows Front Street to Miller Park, leaving the Central City at Broadway. This route is a Class II Bikeway (Bike Lane) for most of its length with only the portion that crosses Capitol Park a Class I bikeway at present. Certain other sections of the route will be Bike Paths once the open space linkages are established. The second route, also Class II, includes the following separate segments: D Street, with a short portion to Washington School, from 18th to 28th Streets; 28th Street from B to V Streets; and V Street from 28th Street to South Side Park.

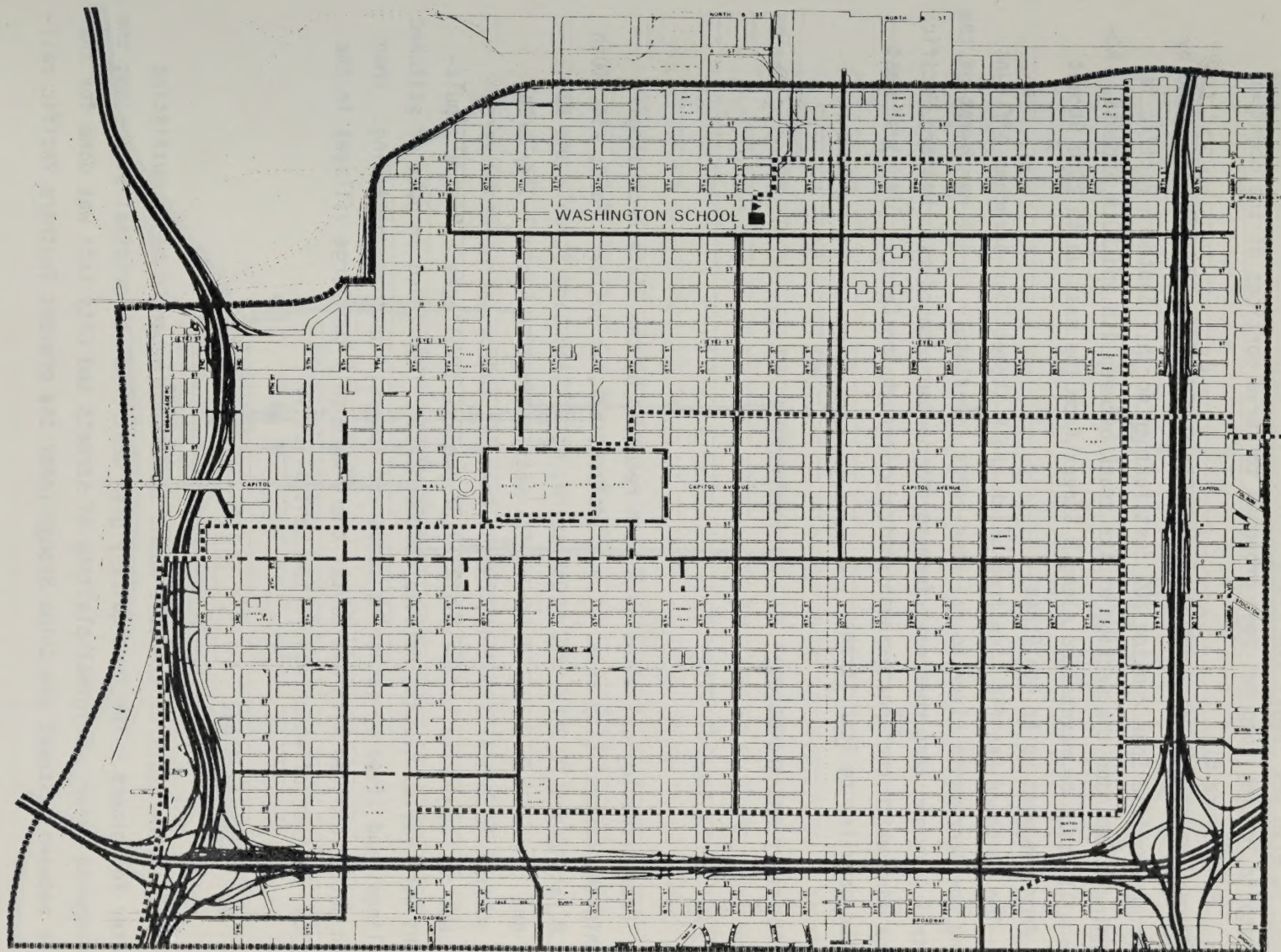
The City is presently providing bicycle storage facilities in most of its parking structures. A few of these are bike lockers in which the entire bicycle is placed and the customer retains the key, similar to the method used for bus station lockers. Additional facilities within the Central City are furnished by the State. The lockers have been subject to vandalism with the keys being knocked out and subsequent damage done to the locks. This has proven to be quite expensive to the City and the bike lockers have not paid for themselves, but rather are maintained as a service. The bike lockers have been only about 50% occupied.⁴⁴ There are approximately 375 bicycle rack spaces in the Central City. Of these, only about 130 are occupied at one time. Several parking facilities have bicycle storage in screened cages. A much higher occupancy rate occurs in these than in the bike lockers.

In 1975, there were about 6000 person trips made to, from, and within the Central City by bicycle or about 1.3% of all trips made to, from and within the Central City by all modes of vehicle travel.⁶

E. Rail

At present, the City is served by the AMTRAK train "San Francisco Zephyr" traveling between Oakland and Chicago. There are bus connections via line





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BIKEWAYS

Legend:

- EXISTING BIKE LANE
- - - - - PROPOSED BIKE LANE
- PROPOSED BIKE PATH

Scale in Feet

0 200 400 600 800 1000

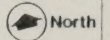


FIGURE 5

number 42 with the "Coast Starlight" which runs between Los Angeles and Seattle. A Historic Trolley Loop has been proposed to serve portions of the downtown area. See Figure 6.

Light industries are served by the Southern Pacific along R Street and by a Western Pacific Spur running 200 feet further north. Southern Pacific is planning to abandon the section of its track between 4th and 20th Streets. Access will still be maintained along R Street from the east up to 20th Street and from the west up to 4th Street.

The Southern Pacific line from which the R Street Spur branches off runs along the Sacramento River to railroad yards immediately to the northwest of the Central City and then runs east forming its northern boundary. Western Pacific has a line which runs north-south entirely through the Central City just west of and parallel to 20th Street.

VI. History and Archeology

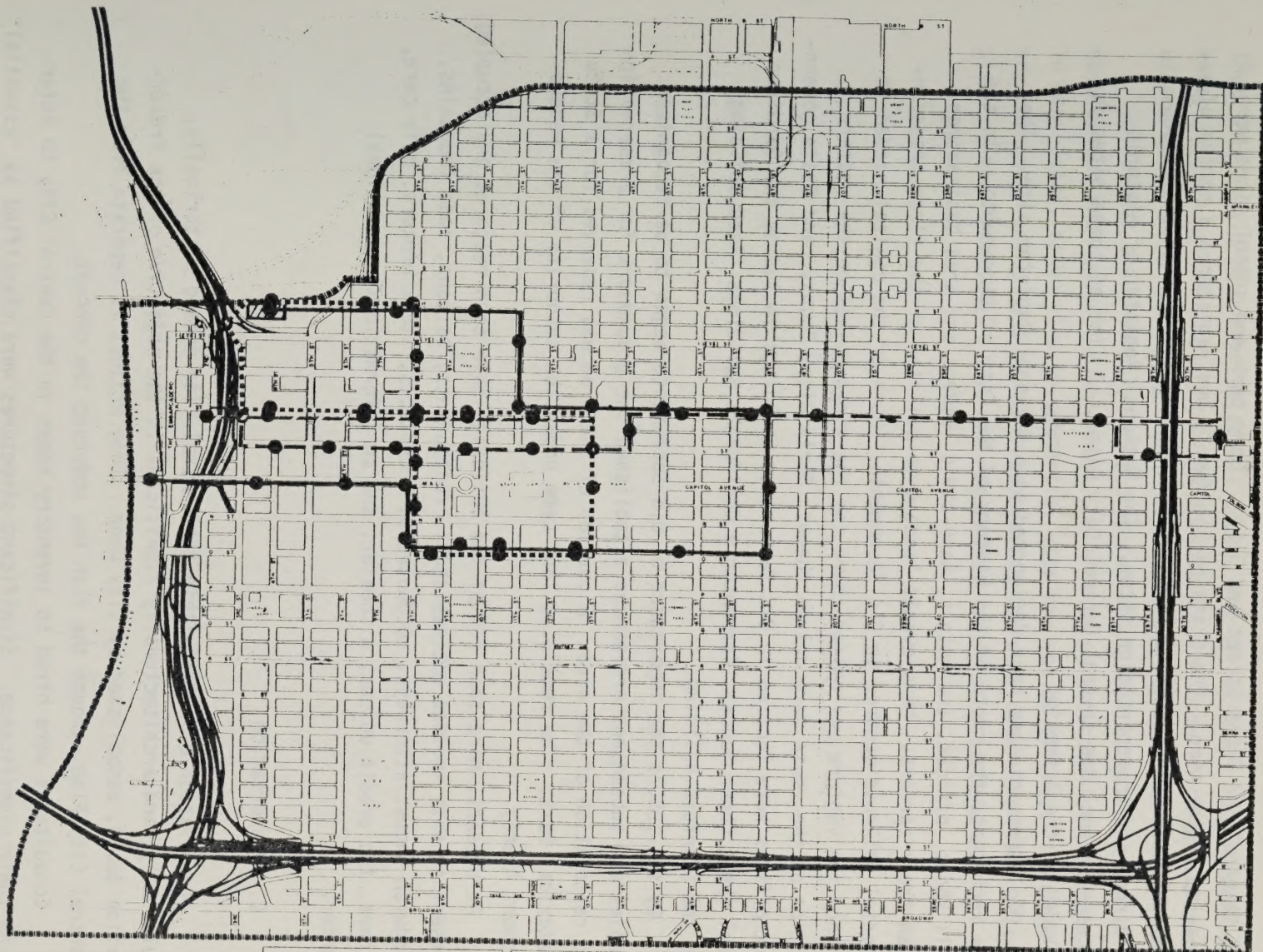
A. Archeological Sites

Four archeological sites have been recorded by the State Archeologist within the Central City area. These include, #34, at Sutter's Fort; #36, 10th and P, at Roosevelt Park; #37, 10th and W, at William Land School; and #38, 9th and I, at Plaza Park. Prior to its settlement, the Central City area was subject to annual flooding from the American and/or Sacramento Rivers, and was not conducive to the building of permanent villages. Native populations were Valley Niesan, related to the Maidu. They lived in huts of stitched saplings, and lived by gathering seeds and acorns, hunting and fishing. When John Sutter arrived with his party, there were only two large villages in the region, neither of which was in the Central City.

B. Historic Sites

After the start of the Gold Rush, Sacramento became a major outfitting center for miners. The town quickly grew east from its original site along the Sacramento River. Original platting of streets and City lots was done for the area between R Street and China Slough (near the present Southern Pacific rail-





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HISTORIC TROLLEY LOOP

Legend:

- TROLLEY ROUTE ALTERNATIVE A-2
- .- TROLLEY ROUTE ALTERNATIVE B-1
- TROLLEY ROUTE ALTERNATIVE D-2
- TROLLEY ROUTE ALTERNATIVE F
- TROLLEY STOPS

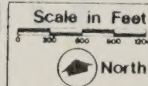


FIGURE 6

road Station), and Front Street and 31st. Some park and school sites were set aside at the time. The State of California has registered a series of landmarks within the Central City that deal with historic events, persons, buildings, and transportation sites. The National Register of Historic Places also includes several Central City sites. A list of these sites is included in the Appendix.

Old Sacramento has been designated as a National Register site. The area represents the roots of the history of the City of Sacramento. In the small shops, offices, and hotels, many civic leaders and area businessmen began their careers. Many events leading to building of the first transcontinental railroad occurred in Old Sacramento. Much of the capital needed to finance the venture was raised there and the first spikes on the western portion of the route were driven there. Early City, County, and State government offices were located in Old Sacramento buildings including the Gardiner Hotel (What Cheer House), Carpenter's California Buildings, Reed Building, and the Stanford Building.

By the 1950's the importance of Old Sacramento began to be recognized. Studies and subsequent ordinances established the groundwork for preservation and restoration of the area. A portion of the area was reserved for a State Historical Park. The remaining land came under the authority of the Redevelopment Agency.

At present, more than 73% of the buildings have been restored and occupied. Present tenants include antique shops, restaurants, saloons, soda fountains, sandwich shops, attorneys, accountants, architects, stock brokers, hair care, a bank, two credit unions, a theater, and an informational-educational center.

C. Preservation

Preservation of homes within the Central City deemed historically, culturally, and architecturally significant is the objective of the Preservation Board, established by City Code. This project is separate from the Central City Plan, though the Plan has endorsed the concept.

Consultants were hired to inventory homes in the Central City to determine their significance. Significant structures were classified as "essential" or "priority" structures. Essential structures are those of such significance

that they should be preserved at all costs, and if necessary, purchased and rehabilitated by the City. Priority structures are those which should remain unless unusual and compelling requirements dictate replacement.

Guidelines are presently being prepared which will establish types of development and remodeling which will be allowed on essential structures. In many cases, conversion to commercial uses may not be allowed. Meetings are currently being held by the Preservation Board to determine final disposition of the "essential" list and regulations concerning structures.



IMPACTS OF PLAN PROPOSALS

The purpose of this study is to determine the impact of the proposed plan on the community. The study will be conducted in a systematic manner, and the results will be presented in a clear and concise manner. The study will be conducted in a systematic manner, and the results will be presented in a clear and concise manner. The study will be conducted in a systematic manner, and the results will be presented in a clear and concise manner.

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1. Land Use

2. Traffic

The study will be conducted in a systematic manner, and the results will be presented in a clear and concise manner. The study will be conducted in a systematic manner, and the results will be presented in a clear and concise manner. The study will be conducted in a systematic manner, and the results will be presented in a clear and concise manner. The study will be conducted in a systematic manner, and the results will be presented in a clear and concise manner. The study will be conducted in a systematic manner, and the results will be presented in a clear and concise manner.

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IMPACTS OF PLAN PROPOSALS

IMPACTS OF PLAN PROPOSALS

The purpose of this section is to describe potential impacts of the proposed Central City 1990 Comprehensive Plan on the existing environment of the Sacramento Central City. This section is categorized into the same major subject headings used in the preceding "Description of Environmental Settings and Trends" section. Within each subject heading, this section will summarize specific aspects of the Plan which will potentially affect that particular subject.

Because of the many diverse factors operating within the Central City between now and 1990, it is obvious that 1990 conditions will not be exactly as envisioned by the Central City Plan. Realistic Plan implementation will require response to specific conditions which cannot be anticipated at present. Plan implementation, however, will result in a 1990 future more like that envisioned by the Plan than if no Plan were implemented. For purposes of analysis, however, it is necessary to assume a 1990 future with full Plan implementation as opposed to 1990 with no Plan. This section is designed to accomplish that purpose.

I. Land Use

A. Types

1. Residential. The Plan proposes measures to conserve existing residential neighborhoods. This conservation is to include upgrading of existing housing stock, encouragement of compatible infill development, development of mechanisms to include all socio-economic groups in the effort, and measures to minimize displacement of existing residents. Implementation of the Plan to accomplish this will involve altering zoning and code enforcement to facilitate rehabilitation and compatible infill development, and various financial means to assist in rehabilitation of structures. (See pages 40-44 of the Plan).

Full implementation of the Plan, as shown in Table 31, will result in an increase in residential land use in the Central City by about 1.3% over present land use. This figure will be an overall increase, as in some neighborhoods, residential land will decrease while increasing in others. Housing



Table 31
COMPARATIVE LAND USE

CENTRAL CITY

Land Area Excluding Streets and Highways

<u>Land Use Category</u>	1975		1975		1990	
	<u>Existing Land Use</u> <u>Acres</u>	<u>Percent</u>	<u>Zoning</u> <u>Acres</u>	<u>Percent</u>	<u>With Plan</u> <u>Acres</u>	<u>Percent</u>
Residential	631.3	43.7 %	461.2	31.0 %	669.5 ¹	45.0 %
Office and Commercial	281.5	19.5 %	396.3	26.6 %	446.3	30.0 %
Heavy Commercial and Industrial	130.2	9.0 %	359.9	24.2 %	178.5	12.0%
Other	444.7	27.8 %	270.3	18.2 %	193.4	13.0 %
Totals	1487.7	100.0 %	1487.7	100.0	1487.7	100.0 %

1. Includes residential uses in mixed use areas and Multi-Use Center.

Source: S. R. A. P. C. Land Use Inventory, City Planning Office, Central City Plan Map

density will also increase overall as more mid- to high-density developments are completed. The Preservation and Conservation programs will serve to stabilize the number of single family homes, though some of these will be converted to office use. Should the Plan not be implemented and future land use follow present policies and zoning more closely, the number of acres of residential land use in the Central City can be expected to drop substantially, by as much as 26%. Many older homes are located in areas that have been zoned in recent years for commercial use. If measures to preserve these homes are not taken, it is likely many will be demolished and be replaced by commercial properties which provide higher incomes to developers. Others will likely be converted to office or commercial use. The present trend toward rehabilitation and preservation of existing residential structures is likely to continue, thus stabilizing somewhat the existing number of single family residential structures.

a. Northeast Neighborhood. With Plan implementation, infill development will continue to occur on lots now vacant or containing structures slated for demolition. The most feasible type of new development will continue to be multiple family structures of two to nine units. There will be few newly-constructed single family homes though rehabilitation and preservation will result in a stabilization of the number of these units. Conservation of duplex, triplex, fourplex, and larger multiple housing structures should become more economically desirable and result in a stabilization of these acreages. Conversion of multiple family homes back to their original single family status will likely continue. Large-scale high-density residential developments are not expected. Infill development will continue to occur as will preservation of significant structures. Most of these changes will take place in this neighborhood with or without Plan implementation, since this neighborhood presently has good quality housing and fewer of the problems found in some other neighborhoods. The major difference resulting from Plan implementation for this neighborhood will likely be a matter of degree, since Plan proposals will facilitate improvements in residential housing conditions.



b. East, North of Capitol. The Plan calls for mixed-use development of the neighborhood, which could result in some extension of high-density apartments and commercial areas to the detriment of residential acreage. Without Plan Implementation, it is likely that a number of presently sub-standard and low value residences would be demolished. Under Plan provisions, it is more likely these structures would be upgraded and renovated. Preservation of significant structures could include conversion from residential to commercial-office uses. Those residential units within the Preservation Areas could be retained but may be converted to commercial usage. The primary contribution of the Plan to residential land use in this area would be Plan financing and housing code provisions to assist owners in upgrading structures.

c. East, South of Capitol. With implementation of the Plan, most of the neighborhood will be in the mid-rise land use area, with the edges in mixed use, commercial-office, and heavy commercial zones. The Plan provisions will assist preservation programs which will help maintain many of the structures listed as essential and priority, stabilizing the acreage of single family homes. The Plan will also aid conservation programs which should help maintain the number of older multiple-family structures. It is possible that Plan provisions will assist in the conversion of some multiple family houses to their original single family use. Should the Plan not be implemented, the present trend toward conversion of older homes to multiple family structures will likely continue. The only exception to this will be structures considered historically or architecturally significant. Without the Plan, it is likely more existing homes will be demolished with a consequent greater occurrence of small apartment house development.

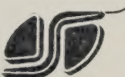
d. South of Capitol. The Plan has no jurisdiction over the State land in this neighborhood. The State Capitol Area Plan for this area calls for construction of a mixed use nature. Previous indications that State property would be transferred to the private sector are not coming to fruition as the State now intends to hold onto the land for future expansion. In the interim, the State Plan calls for offices, residences, open space areas, and convenience

shopping centers to be developed. The Plan could assist in restoration and preservation of private single family homes in this neighborhood. Some significant structures may be converted from residential to office use.

Should the Plan not be implemented, residential development of State-owned lands will not be affected. Infill residential development will still occur without the Plan. On non-State-owned lands, some conversion of residential structures to office space could occur, especially in those areas located near lands slated for State office construction. Some loss of residential acreage could be expected in these areas. Large scale residential development in the western half of this neighborhood without the Plan would still need public sector intervention for acquisition of large land areas. The maintenance of the R Street corridor as industrial could preclude potential commercial and residential developments in neighboring areas.

e. Southeast Neighborhood. Single family homes outnumber other types of residential structures and most of these homes are in good structural condition. It is thus unlikely that many single family homes will be removed and replaced through infill with multiple family structures. The Plan may assist preservation programs to restore those houses considered significant in the Poverty Ridge Preservation Area which lies along the western edge of the neighborhood. Conservation programs would benefit from Plan assistance to help maintain and restore other residential structures outside the Preservation Area. Should the Plan not be implemented, and given the present overall good condition of the neighborhood, it is unlikely that any major changes in residential land use would occur. Some conversions of single family homes to multiple family residences could occur. It is also possible that some single family homes could be removed and replaced with small apartment units.

f. Southside Neighborhood. This neighborhood could benefit considerably by Plan programs for the conservation and rehabilitation of its deteriorated housing stock. If the Plan programs are successful, investor confidence in the area would be restored, and infill development on vacant lots would occur as well as preservation and conservation of existing structures. Without the Plan, preservation programs will still be available to assist in the



retention of some single family residences. However, financing and property value incentives will not be available, so many older structures will likely continue to deteriorate. Demolition of substandard structures could occur without subsequent development, leaving vacant lots.

g. Central Business District. Plan proposals for development of residential uses in the Multi-use Center and the Planned Residential/Office area should result in an increase in high quality residential space in the CBD. However, Plan proposals for the Commercial Market and Shopping Center areas could result in some areas' present residential use being shifted to commercial use. Plan proposals to assist conservation of sound existing structures will assist in maintaining residential uses where these uses do not conflict with Plan goals. Such projects could include conversion of older hotels to apartments, renovation of older apartment houses now standing, and preservation of single family homes where they now exist. Without the encouragement of the Plan, it is doubtful that a significant amount of additional residential usage would be developed within the Central Business District. The continuation of present policy would likely mean continued conversion of buildings to commercial office space, continuance of the existence of low-quality residential hotels, and little construction of new housing units. Preservation of some significant single family structures would still occur, but many of these would likely be converted to commercial and office uses.

h. Alkali Flat. Plan proposals for this neighborhood call for a major effort by public agencies to reverse the deteriorating residential housing stock of the area. Plan programs to assist in preservation and conservation programs could help maintain the older housing stock at present or slightly lower levels, as some homes will likely be judged to be beyond restoration. Some moderate infill of small apartment units could then be expected. Without implementation of the Plan, preservation programs will assist in the conversion of some presently residential structures to office use, resulting in a drop in residential acreage. Other older homes not considered significant will likely continue to deteriorate without some conservation program. Little new housing except for redevelopment projects has occurred in recent years, and this would likely continue. Alkali Flat Plan update should curb intrusion of office usage

into residential neighborhoods.

i. Washington. Plan proposals for this neighborhood call for efforts by both the private and public sectors to assist in preservation and conservation of the older housing stock. Much of this older housing is deteriorated and could be demolished if determined to be beyond restoration or rehabilitation. Minor infill development and construction of small apartment buildings will continue to occur in the neighborhood as delapidated structures are demolished. Without implementation of the Plan, preservation programs will still assist in restoration of significant structures, but it is likely more existing structures would be replaced with small apartment buildings than if the Plan were implemented.

2. Commercial

a. Office Space. The Plan proposes a major emphasis on providing additional office space within the Central City. The Central Business District, especially the Multi-use Center, is the preferred location for "prestige" high-rise buildings which would primarily contain office space. The extent to which this will actually take place is dependent upon actions taken by the City to make the necessary sites available. Whatever the actual extent of this development in the Multi-use Center, implementation of the Plan will result in an increase in office space within the Central City, both through new construction and through rehabilitation of existing structures. While centered in the CBD, this increase will also be significant in non-residential portions of the Frame.

Without the Plan, office areas will undoubtedly still increase, although to a lesser extent. Without the Multi-use Concept, many buildings will be used only a portion of each day, five days a week. Overall commercial and office space land use increase would still be substantial assuming that current zoning is implemented. Preservation and conversion of older homes to office use will continue, as will the construction of State office buildings.



b. Retail. The Plan proposes revitalization of the Central Business District as a major retail commercial center for the region. Retail establishments would be encouraged to locate in the proposed major shopping center at the west end of the K Street Mall; the multi-use Center; and the commercial market at the east end of the K Street Mall (See Plan). Outside of the Central Business District, retail land use will be encouraged along currently existing commercial corridors and in convenience centers located in residential neighborhoods. Tax increment funding and measures to stimulate private commercial development are proposed to assist in the establishment of new businesses. Implementation of the Plan will likely result in an increase in the number of retail businesses operating in the Central City, especially in the Central Business District. Conversion of zoning from commercial to residential outside of the Central Business District could decrease commercial land use in those areas. Some businesses will be temporarily or permanently displaced as a result of redevelopment. Without the Plan, and assuming a continuation of present policies, retail activity in the Central City would likely still increase, although to a lesser extent. Without the Plan's emphasis on specific locations for retail activity, this retail use would tend to be more widely distributed throughout the Central City.

c. Transient Lodging. Plan proposals which upgrade the level and type of facilities and services available within the Central City will be important in attracting visitors to the area. Implementation of the Plan would provide means to facilitate land acquisition or structure rehabilitation for facilities important to City visitors. Without the Plan, the Convention Center, Old Sacramento, historic sites and State government will continue to attract visitors to the Central City. Recent plans and proposals for new hotels indicate a high level of interest in providing visitor facilities by private developers.

3. Public. The major public land use within the Central City, State offices, is under the jurisdiction of the Capitol Area Plan. The Central City Plan indicates close cooperation should take place between the two jurisdictions to insure achievement of mutual objectives. Aside from State land, implementation of Plan proposals to revitalize the Central City will



likely increase utilization of such public or quasi-public facilities as schools, churches, hospitals and cultural facilities. It is unlikely that this increased utilization will be of such a magnitude to cause a significant increase in the amount of land devoted to this type of land use.

4. Industrial and Heavy Commercial. The Plan proposes a general maintenance of the status quo regarding industrial and heavy commercial land uses. See Plan, page 34. Since recent trends have been toward displacement of such use within the Central City, it is likely this trend will continue with or without the Plan. With Plan implementation, this process may be aided somewhat by official sanction of certain land use changes, such as the move toward conversion of R Street between 10th and 16th Streets to office use.

5. Parks. The Plan proposes development of 16 acres of parks within the Central City. Of these, 10 acres will be developed in existing neighborhood areas and 6 acres are projected for planned neighborhood areas. This will be an increase of nearly one-third over the present park acreage. Also envisioned by the Plan is approximately 4.4 more miles of open space linkages, which will result in an increase of existing linkages by 152%.

Should the Plan not be implemented, it is unlikely that open space linkages will be constructed. Additional park acreage could be required as part of planned neighborhood developments, but construction of such projects is not likely without the Plan. The City would continue to establish parks previously planned for existing neighborhoods, however.

6. Other. The major land use addressed by the Plan in the category of transportation, communication and utilities is land devoted to "parking as a separate facility". The Plan proposes to reduce the acres of land occupied by Central City parking facilities below the current figure of 106.4 acres. In addition, the Plan proposes to remove on-street parking on certain streets. Thus Plan implementation would result in a slight decrease in parking land use. For a discussion of Plan parking proposals, see the "Parking Management Program". Plan proposals for transit use and possible alternative transportation modes could result in an increase in land devoted to uses associated with rail lines and transit facilities. Plan proposals



for land currently classified as open space would likely result in a decrease of the amount of such land, as it would be converted to other uses.

Should the Central City Plan not be implemented, Capitol Area Plan proposals would result in a decrease in parking facilities in the vicinity of the State Capitol Building, as those facilities are relocated at the outer edges of the Central City. Should the City take no action to stem the growth of private parking facilities, they may possibly increase on private lands even if public parking were decreased. Open areas would likely increase in parts of the City not considered desirable for private development. Redevelopment plans for portions of the Central City are independent of the Central City Plan and would result in upgrading of some substandard buildings and construction of new facilities, decreasing the amount of vacant land. In other areas not affected by Redevelopment Agency projects, demolition of substandard structures could result in increased vacant land.

B. Plan/Zoning/Public Policy

1. Zoning. Changes in zoning have been recommended for the Central City under the Plan. These changes include downzoning of residential zones, removal of the R Street corridor industrial designation, and removal of all heavy industry. The downzoning of residential areas from R-5 (High density multiple family zones) and R-4 (Medium density multiple family zones) to lower densities will effectively reduce the area in which offices are allowed in residential neighborhoods and will reduce the density of housing units in those areas. Light and heavy industrial zones will be reduced, and confined to the northwestern and extreme southwestern portions of the Central City. Planning standards for zone areas will set regulations for setbacks, parking, allowed uses, and building height. If the Plan is not implemented, zoning would continue as present with changes occurring or variances allowed for specific developments. See Appendix, Exhibit G for additional information on specific changes to be made in zoning under Plan proposals.

2. Plans

- a. City of Sacramento - General Plan. The 1974 General Plan was directed toward promoting orderly physical growth of the City of Sacramento. Since the General Plan was adopted for the entire City, the Central City Plan



represents a refinement and elaboration for a specific area within the area covered by the General Plan.

Residential policies of the Central City Plan comply with the General Plan policies, including the provisions that more intense residential development should occur adjacent to the CBD, and that conservation of neighborhoods should be encouraged. Commercial policies of both plans state the CBD should be improved and its role strengthened. The General Plan is primarily concerned with minimizing adverse impacts of industry on adjacent land uses, while the Central City Plan discourages industrial encroachment, especially into residential areas.

The Circulation element as it relates to the Central City Plan conforms to the policies of (1) reducing the impact of the automobile upon residential districts; and (2) providing a balanced multi-modal system of transportation which encourages alternatives to private automobile usage.

The Central City open space plan conforms to the goals and policies established in the "Open Space Element" of the General Plan. It attempts to provide sufficient park and recreational facilities within walking distance of every resident; emphasizes open space provisions in new "planned developments", and provides linear connections of open space throughout the Central City.

b. Sacramento River Parkway Master Plan. The Central City Plan supports the recommendations presented in the Sacramento River Parkway Master Plan. In both plans, an open space linkage is envisioned between Old Sacramento and Miller Park and would accomodate pedestrian and bicycle circulation.

c. Sacramento Bikeways Master Plan. More miles of bikeways are planned by the Central City Plan than by the Sacramento Bikeways Master Plan. The bikeways Master Plan envisions 10 miles while the Central City Plan provides for 18 miles, with some route differences to better connect Central City activities. See Plan, pages 64-68.

d. Preservation. The Plan proposes steps to be taken to upgrade and preserve existing housing. The historic or archeological significance of a structure is proposed to be a major consideration in planning considerations which relate to structures. Proposed Plan land use changes do not conflict



with preservation programs.

e. Regional Transportation Plan. Goals of the Regional Transportation Plan which encourage use of public transit and discourage private automobile use for commuting conform to Central City Plan transportation goals. Specific Regional Transportation Plan recommendations include: increased level of bus service; development of suburban park and ride lots; use of traffic signal preemption devices; reservation of exclusive bus lanes or streets; and development of a multi-modal transportation terminal in downtown Sacramento. These recommendations are similar to recommendations of the Central City Plan.

f. Capitol Area Plan. The Capitol Area Plan is primarily concerned with State-owned lands within the Central City. Most of the general policies and goals of the Capitol Area Plan are compatible with those of the Central City Plan, including: housing designed to meet all levels of income; conservation of existing neighborhood flavor and existing building stock; preservation of historically and architecturally significant structures; stimulation of the downtown economy; provision of adequate open space linkages and recreational facilities to residents; compatible infill residential development; construction of "planned" residential developments; greater use of rapid transit; energy and air quality conservation; participation between all governmental levels; and construction of State office buildings north of L Street.

g. Sacramento Facilities Plan. Because this Plan is in the formulation stage, it is not possible to assess impacts or conformity of the Central City Plan at the present time.

3. Redevelopment. Use of the redevelopment process will be necessary for securing large parcels of land for development in the Central City area. Plan implementation of the Multi-use Center and other development depends on utilization of the redevelopment process. Without the acquisition of land and resale at a lower rate, many of the projects would not be feasible. In order to accomplish Plan goals, it will be necessary to amend Central City Development Project boundaries. Redevelopment will also play a role in rehabilitation of structures. Residential projects of the agency will continue without the Plan, as will expansion of the retail area at the west end of the K Street Mall. See Exhibit E, Appendix for project areas, and Exhibit H for specific differences between Plan and Redevelopment Plan proposals.

C. Land Economics

The major thrust of the Plan is directed at revitalizing the Central City area. Plan proposals designed to accomplish this include maintenance of neighborhood cohesiveness and identity, fostering rehabilitation and restoration of structures, and improving recreation, shopping and employment within the Central City. In general, as the Central City becomes a better place to live, work, visit and shop, property values will increase.

Since much of what the Plan proposes will take place to some degree without the Plan, the impact of Plan implementation on land values becomes one of degree, when considered in the context of the entire Central City. For example, a significant amount of rehabilitation of homes is taking place at present and land values in many parts of the Central City are rising as a result. This is in turn causing owners of structures which could be demolished for construction of multiple family housing to reconsider and possibly sell the structure to persons who would rehabilitate it. The Plan proposes actions which should generally enhance this process, but much of it would take place with or without the Plan.

In specific instances residential property values may be depressed as a result of Plan proposals. This could occur along 15th Street north of F which is presently a local street and would become a major traffic carrier under a Plan proposal. Similar depression of commercial property value could occur where parking is removed on major business streets and where additional traffic is channeled to one-way streets and which traverse residential areas.

Implementation of the Plan would likely result in higher commercial property values within the Central City than would likely exist under present policies. Much of the presently vacant land in the Central Business District is proposed for development at "higher and better uses", which would result in increased property values. Wherever existing buildings are renovated and rehabilitated, rents would likely increase, and land values would also likely increase based on the higher capitalized income stream. In those sites adjacent to the Central Business District, a spillover effect would also tend to increase property values.



II. Socio-economic

A. Demography

With Plan implementation, the population profile of the Central City would tend to more closely resemble that of the City as a whole although major differences will remain. The Plan proposes to attract younger residents, families and higher income groups to the Central City. Recent experience with persons who have moved into the Central City to rehabilitate older homes indicates they are generally of higher income than the Central City average, in professional occupations, and somewhat younger than the Central City average. The percentage of children among these people appears to be somewhat below the Central City average. Plan implementation would tend to enhance the movement of these people into the Central City.

A major problem resulting from Plan implementation could be the displacement of older persons, low income persons and indigent males presently living in the Central Business District and Alkali Flat. Unless steps are taken to mitigate these impacts, the 1990 population will have a smaller percentage of males, older and low income persons.

Without implementation of the Plan, the factors presently operating within the Central City to upgrade, preserve and rehabilitate structures will still be operative. The no plan present policies future will likely result in either a stabilization of the present demographic situation, or a general move toward more closely matching the profile for the entire City. Such a move would be less than that expected with Plan implementation.

B. Quality of Life

1. Housing and Neighborhoods. The Plan proposes efforts be taken to upgrade housing throughout the Central City. Objectives for the Central Business District include establishment of adequate housing facilities for a variety of people. In the remainder of the Central City, major Plan objectives would be accomplished through conservation of existing neighborhoods. Implementation of these objectives would result in the following: upgrading of existing housing stock; compatible infill development; conservation of neighborhood quality; participation of all socio-economic groups



in conservation efforts; and minimum displacement of existing residents. To implement this portion of the Plan the City must: adopt the principles of the Plan; modify and enforce traditional regulatory powers over private development; utilize public financing mechanisms; and insure a timely review and decision making process. See Plan, page for a discussion of conservation treatments.* Preservation efforts are independent of the Central City Plan and would continue regardless of Plan status. However, conservation efforts could aid preservation of some significant structures which might otherwise be demolished. Interest in rehabilitation of older homes has been growing in recent years and will continue regardless of Plan implementation.

Northeast

a. Housing. The Northeast Neighborhood should tend to remain primarily a single-family neighborhood with little major change in the character of neighborhood housing.

1. Housing Conditions. Homeowners in this neighborhood will be able to obtain low interest loans to restore or rehabilitate their homes under provisions of the Conservation element of the Plan. This will assist in upgrading substandard housing in the area. Design standards will maintain a compatible neighborhood feeling, requiring that infill development be compatible with existing structures. Those structures not feasible for rehabilitation will still be removed.

2. Preservation areas. Homes both in and out of the preservation areas will be renovated under the Plan.

b. Population. The racial composition and family orientation of the neighborhood should tend to stay generally the same. Infill development will provide housing for 500 to 800 new persons who should be demographically similar to existing residents, with perhaps slightly higher income and educational levels.

*See page 7 of this report for discussion of Plan changes. Conservation treatments have been placed by a Structure Improvement Program.



Alkali Flat

a. Housing. With Plan implementation the neighborhood should continue to have a high number of multiple family residences. There could be some conversion of multiple family structures to lower density uses.

1. Housing Conditions. Building and safety code enforcement as recommended by the Plan would assist in upgrading housing conditions within the neighborhood. Absentee owners would be both stimulated and assisted in this upgrading. Conservation programs will enable homeowners to renovate their homes.

2. Preservation Areas. Since many of the Central City's oldest homes are found in this neighborhood, Plan proposals could potentially have a major impact in facilitating their upgrading. This is complicated by fears of residents and owners that upgrading will cause higher property taxes and rents, which will be beyond what they can afford.

b. Population. The future population composition of Alkali Flat will depend to a large measure on mitigation measures which will be taken to counteract the effects of upgrading the quality of neighborhood housing. If these measures are adequate, racial, age, and household size profiles should remain essentially as at present. If unsuccessful, a major new population with significantly different characteristics could move into the neighborhood.

Washington

a. Housing. Plan proposals could assist in upgrading the existing housing stock of this neighborhood. Housing density should remain essentially at present levels in this neighborhood. Some conversion of older multiple family homes to lower density could occur.

1. Housing Conditions. Plan proposals will assist the upgrading process of rehabilitation of older homes. Infill development on vacant lots or on sites containing structures not capable of renovation will more likely be of



compatible nature under Plan proposals.

2. Preservation Areas. Smaller homes capable of rehabilitation and found within the preservation area boundaries would continue to be purchased and renovated by persons and families of moderate incomes. Plan proposals could facilitate this process to some extent.

b. Population. Plan proposals to minimize disruption of existing neighborhoods should assist neighborhood residents, including some low income residents and families, to remain in their own homes. With Plan implementation, there should be no great shifts in racial, age, and household size profiles, although continued interest in rehabilitation of older homes by young persons and families could lower the median age and cause some change in neighborhood population characteristics.

Central Business District

a. Housing. New residential development as proposed by the Plan for this neighborhood will generally be on a large scale, utilizing the redevelopment process to obtain larger tracts of land. The exception to this is certain parcels, presently vacant which have or are being used for car sales lots or parking, which provide potential development.

1. Housing Conditions. Plan proposals will provide guidelines and assist in upgrading existing substandard housing in the CBD including the older, substandard residential hotels in which indigent men and elderly persons live. This upgrading could include conversion of some of these hotels to apartment units where feasible. The Plan calls for provision of housing as part of major new development, and includes recommendations to provide incentives to developers to include residential units in their projects.



2. Preservation Areas. There is only a very small portion of one Preservation area in this neighborhood, and housing found here is likely to be converted to office uses.

b. Population. Plan implementation could cause displacement of many of the existing tenants of the older residential hotels unless some type of mitigation measures are instituted. Plan proposals for development of high-density residential complexes within the CBD will introduce an essentially new demographic element into the population. These persons are expected to be relatively young, relatively affluent, professional persons who are either single or couples with no children.

East, North of Capitol

a. Housing. A stabilization of the number of single family homes in the neighborhood will likely occur due to conservation and preservation programs and rehabilitation efforts. Certain single family homes considered beyond the range of reasonable repair or renovation would likely be demolished and replaced by multiple-family units. Plan provisions would aid in assuring this infill development is compatible with surrounding development.

1. Housing Conditions. Reversal of blighting influences in the neighborhood and upgrading of housing stock through conservation and preservation will tend to remove substandard housing stock. This effort will be assisted somewhat by Plan implementation.

2. Preservation Areas. Most of the homes in the Preservation areas are single family structures and will be upgraded with or without the Plan.

b. Population. Household size of this neighborhood should continue to remain lower than the rest of the Central City. Infill development will provide housing for some new residents, and some will be displaced as a portion of the multiple-family residences are converted to lower density usage.

Older low income residents could be displaced as rents are raised in upgraded units unless some type of mitigation measures are taken.

East, South of Capitol

a. Housing. There should be little change in housing types. The small number of single-family homes in this neighborhood should stabilize as most substandard housing units have been previously removed.

1. Housing Conditions. Conservation and preservation programs should continue to upgrade the quality of neighborhood housing. Code enforcement will improve the quality of substandard structures. Planning standards will be used to maintain neighborhood quality in those few infill developments that may occur.

2. Preservation Areas. Preservation programs will apply to both single-family and multiple-family housing units, assisting owners in upgrading and renovating structures.

b. Population. Some new families will move into this neighborhood as the conservation programs aid conversion of multiple-family structures to lower densities and help renovation of substandard single-family homes. Some older residents on fixed incomes would be displaced as rents and property values rise unless mitigation measures are taken. Infill development will provide housing for fewer than 100 new residents.

South of Capitol

a. Housing. Planned residential development in the neighborhood will increase the number of multiple-family residences. Some conversion of multiple-family structures to lower densities could occur. Much of this neighborhood is covered in the Capitol Area Plan.

1. Housing Conditions. Rehabilitation or removal of substandard units and infill development will upgrade the neighborhood. Planning standards will



maintain an overall compatibility between existing and planned developments. Housing units in the area controlled by the Capitol Area Plan will be upgraded and renovated through State programs.

2. Preservation Areas. A combination of preservation and conservation programs will upgrade and renovate substandard housing, with those structures deemed significant being renovated first.

b. Population. Families will not tend to move to this neighborhood as most development will be multiple unit housing on a large scale, and will appeal to single adults or childless couples. Unless mitigation measures are taken, older persons could be displaced as substandard units are upgraded and rents are raised. New development, if undertaken on a large scale, could nearly double the present population. Much of the Plan's predicted growth was based on the idea that the State would relinquish its hold on large areas of land held for future development. Recent disclosures by the Capitol Area Plan include proposals for maintaining present uses with some infill development which could severely cut back growth of population from predicted levels.

Southeast

a. Housing. The predominance of single family homes in this neighborhood should continue, with some infill of multiple family homes as older homes are demolished. Plan proposals will aid in structure rehabilitation.

1. Housing Conditions. The few substandard units in this neighborhood would be upgraded through conservation and preservation programs. Planning standards and code enforcement will help maintain an overall compatibility between existing and infill developments.

2. Preservation Areas. Most of the homes considered historically or architecturally significant in this neighborhood have been restored.



b. Population. The racial mixtures should remain about the same as present, as should the age profile. The small area remaining for infill development is reflected in the predicted population growth of 100 persons under the Plan.

Southside

a. Housing. Under Plan implementation, Southside would remain a single family neighborhood although substandard structures beyond repair will continue to be replaced with multiple family structures.

1. Housing Conditions. Conservation programs aided by the Plan will assist in the upgrading of the housing units of this neighborhood. Those units found infeasible for rehabilitation will be demolished and replaced by new units compatible with the neighborhood. Some multiple family units will be reduced in density as a result of rehabilitation. Strict code enforcement should be a major factor in forcing absentee landlords to upgrade structures.

2. Preservation Areas. Preservation programs should aid in renovating those units selected as significant, with or without the Plan.

b. Population. The demographic structure of the neighborhood should not change significantly unless large numbers of residents are displaced by higher rents and taxes. Displacement could be prevented with implementation of appropriate mitigation measures. Infill development will provide housing for about two hundred additional residents.

Property Assistance. A plan to provide rehabilitation loans to low and moderate income owners, potential owners, and renters has been adopted by the Sacramento Housing and Redevelopment Agency and the City Council. Using Federal Block Grants (Community Development) funds, the plan, called SNAP (Sacramento Neighborhood Assistance Program), will assist residents to obtain loans to rehabilitate their homes. Methods proposed by SNAP include: act as a guarantor for the loan from a bank or savings and loan; pay the necessary



interest points to reduce loan payments to affordable levels; make outright loans ranging from 1 percent to market rates to owners or prospective owners; for pensioners or persons unable to make payments, take a deferred deed of trust on the property with a 15 year limit and recoup money on transfer of ownership; buy deteriorated homes the owners do not want to rehabilitate, refurbish them, and sell them on the open market; in other cases where the resident could make no payments, the agency would put the present appraised value of the property in a trust for the heirs, take title to the property, rehabilitate it and allow the resident to live in it the rest of his/her life; and for absentee landlords, if work is just a facelift, rents should not change; if a major overhaul, the agency would assist renters with Federal Section 8 funds. The SNAP program would provide some of the same types of assistance to low income property owners that would be provided under the Plan. The SNAP program will be operative with or without Plan implementation. With Plan implementation, the SNAP Program would be a significant tool to accomplish Plan goals.

2. Employment. Under the Plan, the Central City will continue to act as a major employment center for the region. Full implementation of the Plan will result in increased job opportunities within the Central City.

a. Office Employment. The major impact of the Plan on employment will be in the CBD where opportunities for private office related employment will be much greater than a present policies future forecast. As many as 9000 additional office jobs could be created by full implementation of the Plan. Office employment will also likely increase in the remainder of the Central City as professional persons are attracted to the area by the restoration of older homes and conversion to office space.

b. Retail. Implementation of the Plan, utilizing a comprehensive redevelopment process, forecasts total CBD retail employment growth of about 1200 new employees. Employment outside of the CBD will decline slightly or stabilize as commercial development is restricted by the Plan.⁶

c. Services. With the growth of employment and residential populations forecasted under the Plan, supporting service positions will be created. Should the Plan not be implemented, office, retail and associated service employment will continue to grow in the Central City. Plan implementation will tend to aid and focus this growth.

d. Industrial. It is not expected that the Plan will have a significant impact on industrial/heavy commercial employment within the Central City.⁶ The Plan generally confines such activities to their current locations, with little consequent expansion anticipated.

3. Recreation and Leisure. The open space system of the Plan includes parks, open space linkages (improved pedestrian circulation paths), and a bicycle path system (See Plan, pages 68-71). The park system envisions an additional 16 acres of new park space above the 50 acres currently maintained by the City in the Central City. Approximately six acres of this will be provided by developers in the "planned neighborhoods", and the remaining ten acres will be developed by the City in existing neighborhoods. A total of 4.4 more miles of open space linkages are envisioned in the Plan, with 1.7 miles provided in the "planned areas" of the Core. Approximately 15.6 additional miles of bikeways would result from implementation of the Plan, 3.6 miles of which would have an exclusive right-of-way. Parks, open space linkages, and bikeways constructed within existing neighborhoods would be the responsibility of project developers. With or without the Plan, the Central City will continue to act as a regional center for public and private recreational and leisure activities. Establishment of new parks and open space facilities under Plan proposals will provide additional recreational opportunities for residents and visitors. Revitalization of the Central City as a desirable place to work and live could also result in development of additional private recreational facilities. Completion of the planned bikeway system would provide additional facilities for bicycling.



4. Shopping. The Plan proposes the establishment of three shopping areas within the Central Business District: a shopping center at the west end of the K Street Mall; commercial establishments located within the Multi-use Center; and a commercial market at the east end of the K Street Mall, see Plan, pages 17-23. Those facilities which are presently located along the major commercial corridors will remain, along with currently existing convenience shops located in the residential neighborhoods. For planned neighborhoods and others not currently served by small stores, convenience centers will be allowed.

The Plan should assist in revitalization of the Central Business District which would result in more and better shopping opportunities for both Central City and regional residents. Certain higher quality commercial establishments may be more encouraged by Plan measures to locate on the K Street Mall, especially on the west end. The number of small convenience stores and other retail businesses would tend to stabilize or decrease in number, or be forced to move elsewhere as rents and property values rise.⁶ Old Sacramento would continue to act as a focus for specialty shops.

Without incentives provided by Plan implementation, the proliferation of lower quality business establishments in low rent buildings in the Central City would be more likely to continue. Construction of large downtown department stores at the west end of the K Street Mall would still occur, but the problem of vacant stores on the Mall would likely continue. The number of small convenience stores and shops in the outlying residential neighborhoods would tend to stabilize in number and location. Old Sacramento would assume a greater percentage of Central City shopping than if the Plan were implemented.

5. Services and Facilities.

a. Welfare. With Plan proposals to upgrade housing and attract higher income groups to the Central City, there should be a decrease in the welfare case loads for the Central City at least on a per population basis. If mitigation measures are not instituted to reduce displacement of lower income groups, these persons could be forced out of the Central City. Should this occur, case loads would decrease within the Central City.

b. Social Security. A certain number of persons living on Social Security incomes would likely be displaced as rents increase unless mitigation measures are taken to prevent this. Assuming this population is able to stay within the Central City, there should be little change in the number of persons serviced by Social Security.

c. Day Care Facilities. Plan proposals call for an effort to attract a certain number of families to the Central City. If this effort is successful, there may be some need for an increase in day care facilities. Without the Plan, there still may be some improvement in this area, as residents have expressed some dissatisfaction with the present level of services.

d. Religious. The expected influx of new residents would likely result in some increases in membership in Central City churches which would not occur without Plan implementation.

e. Media. No change in the number and type of broadcasting and journalistic media is expected to result from Plan implementation. Some change in media marketing and distribution activities could result, with the expected increase in population and commercial activities in the Central City.

f. Social Service Organizations. Little change in the number and type of social service organizations is expected to result from implementation of the Central City Plan. Though there would be no substantive changes, individual organizations may have to add or delete staff and make certain changes to meet the needs of the resulting population.

g. Libraries. Future construction of a new facility to replace the present Main Branch and relocation of the McClatchy Branch should not be affected by the population increase indicated by the Plan.

h. Senior Citizens' Facilities. The Plan provides substantive recommendations as to location of facilities to serve senior citizens. These guidelines could facilitate the location of additional senior citizen facilities within the Central City.



i. Financial. Expected expansion of office-oriented facilities and resultant increased employment as anticipated by the Plan would likely result in a modest increase in the need for financial services. Growth in residential population could also require expanded facilities in certain neighborhoods.

j. Museums. As the Central City becomes more attractive to residents and tourists, the number of persons visiting the museums will likely increase somewhat. This increase will likely be modest. Since the City-County museum is a free facility with costs borne by taxpayers and contributors, additional patronage could increase contributions. Fees charged at State facilities could help improve their operational situation.

6. Health Services. Implementation of the Plan would likely cause a modest increase in demand for medical attention from private sources. This demand is unlikely to result in a great need for additional private medical services to locate in the area. With a greater influx of moderate to higher income families, the need for public health facilities should remain stable or perhaps show a slight decline. Without Plan implementation, public health services should remain stable or increase slightly.

7. Public Safety

a. Law Enforcement. No unusual problems are anticipated in providing law enforcement as a result of Plan implementation. Present expansion plans of the Sacramento Police Department should provide flexibility to adapt to the needs of the 1990 Central City population.

b. Fire Protection. Since traffic congestion will increase on most major streets within the Central City this could have a negative impact on fire protection due to an increase in response times during peak traffic periods.

8. Public Works. Implementation of the proposed roadway system will cost an estimated \$14,138,000.00. See Plan, page 53. The Plan indicates Federal and State assistance should be available to cover much of these costs.

Parking as proposed by the Plan could cost the City, County and State \$73 million. See Plan, page 55 . The City's share is estimated at \$39.7 million. Since solid waste removal is supported by user fees, cost increases should be covered. The number of street trees should not change substantially, so costs of trimming and care should not be affected. Storm drains are considered adequate to handle any additional development. Mosquito control should not be substantially affected by the Plan.

9. Utilities. No significant problems are foreseen by utilities in providing services to Central City residents under implementation of the Plan. General shortages of natural gas, water (in drought conditions), and electricity will be similar in the Central City to shortages experienced by the surrounding region, and should not be significantly affected by the Plan. Energy saving considerations of the Plan will be of long range significance in conserving energy.

10. Gardening. Implementation of the Plan will not directly affect existing community gardens. Since the three major community gardens are located on State lands which will be eventually used for other purposes, the long-term future does not likely include community gardens at the present sites. Other sites could be made available by cooperation among City, State and interested persons in order to assure that vacant land will be available for such purposes.

11. Visual and Aesthetic Values. Implementation of the Plan will upgrade the visual and aesthetic environment of the Central City. With proper planning, the additional residential areas contemplated will add visually appealing areas to the Central City. Measures to preserve and rehabilitate older residential structures, upgrading them to their original appearance and retaining yards and gardens which would otherwise be lost, will further beautify the Central City. Downzoning would further assist the preservation of residential areas which are now zoned for higher density multiple family, office and other transitional uses. Standards requiring architecture of new residential structures to be compatible with surrounding areas will lead to more pleasing relationships between structures. Open space linkages will provide aesthetically



pleasing, less stressful pedestrian corridors within the Central City.

An increase in parking structures should result in a decrease in ground surface area devoted to automobile parking. Peripheral parking will further decrease the need for extensive land devoted to parking lots in the Core area of the Central City. Well designed parking structures generally have less adverse visual impact than parking lots. Parking structures can be made even less obtrusive by including special landscaping devices and by using all or portions of the first level for commercial or office uses. Depending upon their placement, the increase in the number of traffic lights could present additional visual obstruction along some streets.

The Historic Trolley Loop would provide a visual connection with the Old Sacramento historic area and the many historic points of interest it is expected to serve.

C. Economics

1. Income. Implementation of the Plan should assist in attracting middle to higher income residents to the Central City. If this occurs, the median income level of the Central City will rise. A drop in the number of low income residents could occur if no measures are taken to mitigate their potential displacement by redevelopment and renovation of structures. Such displacement is and will continue to occur without the Plan, but will likely take place to a greater degree with Plan implementation.

2. Employment. Employment opportunities in the Central City should be greater as a result of full implementation of the Plan. Encouragement of retail activity in the downtown area will provide additional jobs for retail salespersons. Office employee population will increase as more office space is created. Resultant need for supporting services will require more personnel, as will public services. The number of persons employed within the Central City in industrial and heavy commercial activities will continue to decline with or without the Plan as those relocate outside the Central City.

3. Industry. The Plan proposes little change in present industrial land use within the Central City, with the possible exception of compatible light industrial uses which may be appropriate in industrial areas.

4. Retail. Encouragement of retail expansion into the CBD and utilization of the redevelopment process will likely create an overall increase in the number of higher quality establishments locating there. There will be a higher demand for goods and services created by a larger population, with a higher average buying power. As a result, land values will tend to increase as will rents, which will tend to drive out firms with low profit margins. As the Central City becomes a more desirable place to work and live, more tourists and conventions will likely be attracted to the shops, restaurants, and transient lodging facilities. As the number of employees rises, daytime lunch establishments will likely increase in number and sales. Without implementation of the Plan, fewer higher quality establishments will be encouraged to move to the CBD, and the number of lower quality operations will stabilize. Convention and tourist trade will likely continue to grow at a slower pace.

5. Local Government Revenues. The Plan proposes measures which, if implemented, could result in an increase in retail sales, an increase in number and quality of business establishments, and increases in land values. If these occur, higher local governmental revenues will result. Revenue to local government from retail sales taxes, room taxes, food sales taxes, and business taxes will increase. With a continuation of present policies, these revenues will likely decline or stabilize.

In general, property tax revenues will increase due to Plan implementation because of conversion of land to higher value uses and because of rehabilitation of structures which will allow new occupancy and increased rents, thus increased value. The potential for significant value increases in the CBD is an important benefit inasmuch as tax increment financing plays a major role in implementing the economic development strategy. Areas where property values and tax revenues will either decrease or remain relatively stable are primarily where low-density residential development is proposed by the Plan. Implementation of the Plan will upgrade entire neighborhoods, resulting in a greater overall increase in property values. Without the Plan, property rehabilitation will still occur, but more single family structures will be demolished and replaced by multiple family structures, causing a rise in property tax revenues for specific sites.



6. Cost-Benefit Analysis. While costs to the City, residents, employees, shoppers, landowners, and public agencies can be generally measured in dollars, benefits can be evaluated both in a financial and a sociological sense. In Table 32, potential costs of Plan implementation are matched with potential benefits. Since few of these costs and benefits are readily quantifiable in a precise dollar sense, they are presented in this analysis in a relative sense, to simplify and clarify the relationships between potential Plan costs and benefits. The type of benefit, positive (+, creating favorable impacts) or negative (-, creating adverse conditions) is indicated. The type of benefit is categorized as either "economic" or of a "quality of life" nature. Benefits of some expenditures will depend on mitigation measures not included in the Plan. In these cases, "0" was used to show that either a negative or a positive result could occur.

Table 32

COST-BENEFIT ANALYSIS

<u>Cost</u>	<u>Who Benefits</u>	<u>Type of Benefit</u>
1. Costs to the City:		
Expenditures for:		
a. Roadway improvements (Actual cost to City will depend on amount of State and Federal assistance obtained.)	+ Residents	Quality of Life Traffic diverted from neighborhood streets. Prevention of potential drop of property values resulting from increased traffic.
	- Residents	Quality of Life Traffic will increase in certain areas.
	+ City	Economic With stabilization of property values, no losses in tax revenues.
	+ Business	Economic Improved access from freeways to commer- cial areas, revitalization of businesses.
	+ City	Economic With higher sales, resulting tax revenues.
	+ City	Economic New or improved access to certain areas, en- hancing property values, higher tax revenues.

Table 32

COST-BENEFIT ANALYSIS

<u>Cost</u>	<u>Who Benefits</u>	<u>Type of Benefit</u>
b. Additional parking for shoppers and visitors (Additional parking will likely be self-amortizing, paid for in the long term by user fees.)	+ Business	Economic With improved parking facilities for shoppers, greater sales volume to retail outlets. Revitalization of CBD.
	+ City	Economic With higher sales, resultant higher tax revenues.
c. Contribution to public transit	+ Employees	Quality of Life Improved transit facilities to facilitate commuting to place of work.
	+ Residents	Quality of Life Greater ease in reaching employment locations, convenience shopping, entertainment facilities. Lower traffic volumes entering and travelling through the City.
d. Removal of curb parking in certain areas	- Business	Economic Possible loss of customers.
e. Public Redevelopment	+ Residents	Economic, Quality of Life Low interest loans to property owners for structural rehabilitation. Selected clearance to provide space for new residential development.
	+ Business	Economic Selected clearance and site assembly for new businesses. Low interest loans for structural rehabilitation.
	+ New Residents	Quality of Life New higher quality residences provided for those wishing to move to the Central City.
	0 Low Income Businesses	Economic Some could be displaced unless low-rent space offered.
	+ City	Economic With eventual rise in land and property values, tax revenues will rise. Tax increment money will be available to City for additional redevelopment funding.



Table 32

COST-BENEFIT ANALYSIS

<u>Cost</u>	<u>Who Benefits</u>	<u>Type of Benefit</u>
f. Park development	+ Residents	Quality of Life
	Quality of life for residents will improve. Addition of recreational facilities, with increased attraction for new residents and families.	
g. Bikeway development	+ Residents	Quality of Life
	Quality of life for residents will improve as some traffic levels decrease. Attraction to new residents and families. Some improvement in air quality.	
	+ Employees	Quality of Life
	Greater opportunity for commuters to use bicycle as alternative form of transportation.	
h. Preservation program	+ Residents	Quality of Life
	Prevents destruction of older, historically and architecturally significant homes. Upgrading will create desirable living conditions.	
	+ Property Owners	Economic
	Rise in property values.	
	- Residents	Economic
	Eventual rise in property taxes and rents as land values rise. Low income homeowners and rents most critically affected.	
	+ City	Economic
	Higher tax revenues as result of higher property values.	
i. Conservation program	+ Residents	Quality of Life
	With upgrading of residences, higher quality of living conditions. Less fire danger in many structures.	
	+ Property Owners	Economic
	Rise in property values.	
	- Residents	Economic, Quality of Life
	With upgrading of structures, eventual rise in property values, resulting in higher taxes and rents.	
	+ City	Economic
	Eventual rise in property tax revenues.	

Table 32

COST-BENEFIT ANALYSIS

<u>Cost</u>	<u>Who Benefits</u>	<u>Type of Benefit</u>
j. Programs to encourage retail establishments to locate in CBD	+ Residents More and a greater variety of shopping facilities will be available.	Quality of Life
	- Business Some low-rent businesses could be displaced.	Economic
	+ City Additional revenues from property taxes and business operations taxes.	Economic
k. Support of Multi-Use Center	+ City Higher property values will result, bringing about higher tax revenues.	Economic
	- Low Income Residents Possible displacement of elderly and low income residents as rent levels rise.	Quality of Life
l. Enforcement of Planning Standards	+ Residents Overall preservation of neighborhood quality, with greater desirability for living in the Central City.	Quality of Life
	- Residents Some low income and elderly residents displaced as property taxes and rents rise.	Quality of Life
	+ City Eventual rise in property values as infill development carefully designed to conform to standards. Resultant rise in tax revenues.	Economic
m. Training and equipping housing inspectors to counsel and instruct persons in rehabilitation of homes.	+ Residents Better housing conditions for homeowners currently living in substandard structures.	Quality of Life
	- Residents With rise in property values, higher taxes could force low income and fixed income homeowners to sell and move.	Economic, Quality of Life
	+ City Higher tax revenues from higher property values.	Economic



Table 32

COST-BENEFIT ANALYSIS

<u>Cost</u>	<u>Who Benefits</u>	<u>Type of Benefit</u>
m. Open space areas	+ Residents	Quality of Life Greater aesthetic value to Central City, as well as easier access to parks and recreational facilities.
	- Residents	Public Safety Some rise in fire and police response time to areas with street closures.
2. Costs to Residents:		
Expenditures for:		
a. Upgrading of housing as codes are enforced	+ Residents	Quality of Life Residents will live in higher quality housing.
	+ Property Owners	Economic Property value and rent will increase.
	- Owner Occupants and Renters	Economic Cost of housing will increase-could be prohibitive.
b. Higher taxes to pro- vide some of the additional amenities	+ Residents	Quality of Life Overall increase in desirability of Central City as place to live. Additional recreational facilities, better public transit, better shopping, traffic restricted in some neighborhoods, air quality better.
3. Costs to Non-Residents:		
Expenditures for:		
a. Higher parking fees	+ Shoppers, Visitors	Quality of Life Additional parking available for short-term use providing greater incentive to shop in Central City commercial areas.
	- City	Economic Could be some negative reaction to rising parking fees with resulting shift of firms to outlying areas, net result of which could be loss of tax revenues.
	+ Public Transit	Economic Additional transit use and revenues.

Table 32
COST-BENEFIT ANALYSIS

<u>Cost</u>	<u>Who Benefits</u>	<u>Type of Benefit</u>
4. Costs to Non-Resident Employees:		
Expenditures for:		
a. Higher parking fees	- Employees	Economic
	Additional costs to park or need to use alternative transport. Use of alternative transport may have positive economic impact.	
	0 Businesses	Economic
	Without some incentives (e.g. free parking upon validation), there could be a continuation of shoppers going to outlying centers.	
5. Costs to Land and Property Owners:		
Expenditures for:		
a. Open space areas in new developments	+ Residents	Quality of Life
	Higher quality of life in new planned residential neighborhoods.	
	+ Property Owners	Economic
	Greater desirability of families and persons to move to the Central City, creating a higher demand for housing, with resultant rise in rents and land values.	
	+ City	Economic
	Projected rise in property values, with resulting rise in tax revenues.	
	- Low Income Residents	Economic
	Higher rents could displace some elderly and low income residents. Property taxes of land near new developments would likely rise first. Mitigation measures could neutralize this.	
b. Enforced upgrading of structures as result of code enforcement	- Property Owners	Economic
	Initial capital outlay to cover costs of upgrading.	
	+ City	Economic
	Upgrading would bring about higher property values with resulting increased tax revenues.	



Table 32

COST-BENEFIT ANALYSIS

<u>Cost</u>	<u>Who Benefits</u>	<u>Type of Benefit</u>
b. Enforced upgrading of structures as result of code enforcement (continued)	+ Property Owners With upgrade in housing conditions, rents could be raised, with higher income potential.	Economic
	- Low Income Residents Rise in rent structure would displace many low income and elderly residents.	Economic, Quality of Life
6. Costs to Public Agencies:		
Expenditures for:		
a. Possible additional school facilities as the school-age population rises. Money spent for: additional classrooms; buses; adult education.	+ Residents With additional facilities, educational quality should not decline. Also, there should be a greater demand and interest in adult education.	Quality of Life
	+ School District Should be greater amount of money collected through State aid as result of larger school age population.	Economic
	- Property Owners Could be a rise in property taxes to cover additional expenses.	Economic
b. Costs to public transit district for expanded services and facilities.	+ Residents Greater ability to reach downtown area for recreational and shopping facilities as well as employment.	Quality of Life
	+ Employees Greater ease in reaching location of employment.	Quality of Life
	+ Public Transit With greater number of buses, and expanded service provided, greater numbers of commuters and residents will use the facilities, with resulting revenue increase.	Economic
c. Additional equipment and personnel for fire and police protection.	+ Residents Higher level of fire and police protection, with rise in desirability of Central City as area to work, play, shop, and live.	Quality of Life

D. Education

Based on the predicted 1990 population for the Central City under the Plan, the school district anticipates an increase of 155 elementary students, 35 junior-high students, and 70 high school students. Existing junior and senior high facilities serving the area would be adequate to accomodate the projected increase. Additional capacity would have to be provided on the elementary level. Three alternative actions could be taken to meet these needs: erection of new facilities; provision of "portable" classrooms at existing sites; or transporting excess students to Riverside and Crocker Schools. Implementation of any of the three alternatives would require additional expenditures by the school district.

Implementation of the Plan would tend to bring in a larger number of adults, many of whom would be interested in an expanded adult and vocational education program. Present school facilities and programs may have to be revised to meet the demand. Plan goals of maximum use of school facilities on a non-school hour and year-long basis will require cooperation between City agencies and the school district.

Without implementation of the Plan, the number of school age children will not likely grow, although it may stabilize at near present levels. Present facilities at all levels should be adequate to handle this situation.

E. Attitudes and Lifestyles

The cultural mix in the Central City should not change to any great extent under implementation of the Plan. There is the possibility of loss of low income residents but this could be offset by appropriate mitigation measures to prevent this.

The dominance of Federal, State, and local governmental employment on attitudes and lifestyles of Central City residents should continue. These agencies will continue to employ a large percentage of the population. With recent entrance into political power positions by minority persons, a continued interest in politics by these persons can be expected.



The number of persons having high school and college educations will continue to grow as more white collar and professional workers enter the area to live. As the Central City becomes a more desirable place to live, resident mobility should decrease. Also contributing to decline in mobility will be development of higher quality multiple-unit housing and continued rehabilitation of older residences.

A greater number of persons will likely use public transit facilities as they are improved. The number of white collar workers is expected to grow as office space increases, higher quality retail establishments enter the area, and service facilities increase. The median age will tend to be lower under implementation of the Plan as young persons move into the area and many elderly residents are displaced by rising rents. Families will probably remain small though there could be an increase in the overall number of families as single family homes continue to be rehabilitated and new multiple-unit housing is developed. Median income will likely rise as more persons in the middle to high income brackets move in. The overall standard of living for Central City residents will tend to rise as sub-standard housing units are upgraded and higher quality commercial establishments located in the downtown area.

There should be no drastic or immediate changes in the attitudes and lifestyles of Central City residents if the Plan is not implemented. In areas experiencing blight conditions there could be continued deterioration of housing units, with resulting lower rents. Lower income families and elderly persons would find this condition amenable to their economic lifestyle as housing costs remain low. Some new higher rent residential developments would likely continue to be constructed, with more middle to high income persons moving to the Central City. In those neighborhoods experiencing high interest in preservation of older homes, some additional families could move in. For the person or family of moderate to high income able to economically choose their living location, many neighborhoods in the Central City would not be a desirable place to live, given continuation of present conditions. This situation is presently changing somewhat as younger persons and couples continue to move in and rehabilitate older homes. This situation will likely continue to be significant in changing Central City lifestyles.

The ethnic breakdown of the population should not change substantially from present proportions, although there could be some increase in those minorities commonly affected by lack of adequate employment and income. Federal, State, and local governments will continue to employ a large number of persons and will continue to dominate the lifestyles of residents. Political pressure from minority and low income residents should continue to increase as political interest and desire for upgrading the quality of life in the Central City grows. The median educational level should not change significantly. Residents will continue to be mobile as they move into and out of the Central City according to their economic ability.

Some increase in use of public transit can be expected if these facilities improve. In certain neighborhoods, continued growth of white collar residents could be expected. Median age may tend to stabilize unless larger numbers of elderly persons enter or leave the area. Without implementation of housing and neighborhood facilities, desirability of the area for raising families should not increase. In those areas experiencing continued blight, rents will continue to decrease. Table 33 presents the significant social and economic impacts that could be expected with and without Plan implementation.

III. Physical Environment

A. Air Quality

1. Mobile Sources. Mobile sources account for the majority of hydrocarbon, carbon monoxide, and oxides of nitrogen emissions in Sacramento County. Even with stricter emission controls, the projected overall increase in traffic in the Central City will continue to have a negative impact on air quality. As can be seen in Table 34, increased traffic levels with Plan implementation will result in lower levels of carbon monoxide and hydrocarbons and higher levels of oxides of nitrogen.



SIGNIFICANT SOCIO-ECONOMIC IMPACTS OF PLAN

<u>Impact Area</u>	<u>Plan Impacts</u>	<u>No Action Alternative Impacts</u>
A. MATERIAL WELL-BEING		
1. Income	A significant rise in median income will occur as persons and families with mid- to high incomes move in. Some lower income persons will find jobs with higher incomes.	Income levels should stabilize or rise more slowly than those of the County. Some increases in office employment and related fields will likely occur, but these could be offset by lower income families and persons moving into the area.
2. Adequacy of Income	Those persons on low and/or fixed incomes will find it harder to live in the Central City as rents and taxes rise. For them, incomes may be inadequate to cover living expenses.	With the expansion of low income housing resulting from deterioration of residential structures, incomes of persons and families will be adequate to cover expenses.
3. Employment	Office employment and related services will create a greater demand for workers in these fields. Expansion of retail facilities in the CBD will also require a larger working force. Some negative impacts will occur as jobs are lost when lower quality businesses are displaced. The overall quality of jobs opening up in the Central City should be much higher than present. The discouragement of industrial and heavy commercial operations will tend to depress opportunities in these occupations.	The number of jobs in retail facilities has been declining in recent years. This trend is expected to stabilize somewhat. Office-related employment should continue to increase as facilities will be developed without the Plan. Quality of employment will not increase to a significant degree.
4. Protection of Property from Crime or Fire	Traffic increases on major through streets, traffic restrained streets and possible street closures could increase fire and police response time.	Fire and police response time should increase somewhat as traffic levels increase.

Impact AreaPlan ImpactsNo Action Alternative Impacts

5. Opportunity for Shopping

With expansion of shopping facilities in the CBD and convenience shopping located in planned residential developments, added opportunities for shopping will occur. New facilities will generally be of high quality.

Greater number of buses will improve access to CBD for Central City residents. Restricted auto traffic and expanded pedestrian and bicycle ways will make these modes of transportation more desirable.

Retention of low-quality stores and lack of expansion of retail establishments in the CBD could inhibit expansion of high-quality facilities.

The automobile will remain the main transportation mode to and from shopping facilities in the Central City.

B. PHYSICAL WELL-BEING

1. Health

On street corridors experiencing increased traffic levels, air quality and noise conditions will deteriorate, with resultant negative impacts on health. Upgrading housing conditions will benefit health conditions. Health care will continue to be provided by present facilities without serious impacts.

Factors affecting health conditions in the Central City under no Plan conditions include: overall increase of traffic levels with resultant deterioration of air quality and higher noise levels; deterioration of housing.

2. Protection of Life

Traffic increases on major streets and traffic restraints may create hazards to drivers and pedestrians. Greater use of transit could reduce overall traffic accident rate per mile travelled.

With population increases, there could be a rise in crime levels. Rising quality of neighborhoods could aid in decreasing crimes.

Fire protection could be negatively impacted by lowered response time caused by traffic restraints. Loss of life could increase unless safety mitigation measures are undertaken.

Continued increase in traffic levels throughout Central City streets will pose an increasingly higher danger to drivers and pedestrians. Overall traffic accident rate would likely be higher than with Plan implementation.

Further deterioration of housing and neighborhoods could contribute to higher crime rates as seen in other large cities.

Deteriorating housing could pose a higher fire danger, with possible higher loss of life.



<u>Impact Area</u>	<u>Plan Impacts</u>	<u>No Action Alternative Impacts</u>
3. Soundness, adequacy, affordability, and availability of shelter	With conservation and preservation programs, overall quality of housing will improve. Infill and planned developments will increase number of units available to mid- to high income persons and families. Redevelopment projects will create new housing and assist in rehabilitation of older structures. The overall number of low rents units will decrease.	Deterioration of housing in some neighborhoods will likely continue. Some construction of high rent units will occur. Homes will continue to be purchased and rehabilitated. This movement may become quite significant to the upgrading of Central City housing stock.
C. PSYCHOLOGICAL WELL-BEING		
1. Sense of security	With the rise in neighborhood and housing quality, residents will feel more secure in their homes. With increased job opportunities, residents will feel more secure in their ability to find and keep jobs.	Crime rates will likely stabilize or even improve, as rehabilitation and improvement of many neighborhoods will occur without the Plan.
2. Recreational Experience	A number of parks and recreational facilities are planned, with resultant provision of greater recreational opportunities for all citizens. Residents entering the area will provide additional tax support.	Some parks will be developed without implementation of the Plan, and existing ones will be improved.
3. Mental Health	Improvement of housing, open space, and recreation could lead to improved mental health. Rising noise levels on some streets could negatively affect some residents. Mental health disorders could be experienced if residents are displaced by new developments or rehabilitation.	Continued deterioration of housing and neighborhood quality may be detrimental to mental and physical health of residents. Noise from traffic may affect some persons.

Impact AreaPlan ImpactsNo Action Alternative Impacts

4. Neighborhood Cohesion

A sense of pride in ownership in neighborhoods should foster community cohesion. Compatible infill development will promote neighborhood cohesiveness.

Continued construction of small apartment houses in residential neighborhoods will tend to disrupt neighborhood cohesiveness. The rising movement to rehabilitate older structures will tend to counteract this trend.

5. Livability of the Neighborhood

Conservation and preservation programs will create visually attractive, clean neighborhoods, planned to prevent high levels of noise, sight intrusion, and crowding.

Continued deterioration is possible for some neighborhoods, especially those with large areas not qualifying for preservation programs. Some areas will experience upgrading of housing stock as houses are purchased, rehabilitated, and used as residences. Programs including SNAP could result in substantial upgrading of some areas.

D. INTELLECTUAL WELL-BEING

Educational Experience

Educational institutions will structure programs to meet needs of population resulting from Plan implementation.

Expansion of adult education programs will continue with or without Plan implementation.

E. OTHER AREAS OF COMMUNITY CONCERN

1. Racial integration of the Central City

Racial segregation on a large scale has not occurred in the Central City. Some ethnic groups have concentrated in selected areas, but all racial types have integrated all neighborhoods.

There should be no substantial change in the racial structure of the population.

2. Economic Integration

Planned residential developments in the State office area will provide housing for some lower income families. Other developments will create housing for higher income residents. Some of these areas may be economically restrictive to lower income persons because of high rents or purchase prices.

Deterioration of housing throughout the Central City has allowed a great deal of economic integration in most neighborhoods. With some stabilization of the situation, little change is expected.



<u>Impact Area</u>	<u>Plan Impacts</u>	<u>No Action Alternative Impacts</u>
3. Age integration	Without mitigation measures to offset this, a high percentage of older residents could be displaced as low-rent residences are upgraded. In these neighborhoods, greater age integration will occur.	Little change is expected from the existing situation.
F. SOCIALLY VULNERABLE GROUPS		
1. Elderly residents	Elderly residents could be displaced without measures to mitigate these impacts.	Without the development fostered by the Plan, there should be no significant impacts of continuing under present policies.
2. Low income families, persons	Many low income renters could be displaced. Low income owner-occupants of homes could also be priced out of their homes by rising property taxes. Mitigation measures could neutralize these impacts.	Availability of low rent housing will likely stabilize, as many areas are experiencing substantial improvement without the Plan.

SACRAMENTO COUNTY, CENTRAL CITY

PROJECTED DAILY VEHICLE EXHAUST EMISSIONS

<u>CONDITION</u>	<u>AVERAGE DAILY TRAVEL</u>		<u>DAILY VEHICLE EXHAUST EMISSIONS (IN TONS)</u>		
	<u>Vehicle Miles</u>	<u>Increase From 1975</u>	<u>Hydrocarbons</u>	<u>Carbon Monoxide</u>	<u>Oxides of Nitrogen</u>
Total, all trips, to, from, & within the Central City:					
1975	1,998,000	-	11.9	138.3	6.5
1990 Without Plan	2,591,000	30%	8.5	67.9	11.7
1990 With Plan	2,204,000	10%	7.2	57.7	10.0
Total, all trips in Sacramento Urbanized areas:					
1975	10,810,000		104.3	740.7	58.7
1990 Without Plan	17,100,000	58%	55.7	444.1	76.9
1990 With Plan	16,240,000	50%	53.1	423.1	73.2

Source: Mileage figures - Wilbur Smith
Emissions figures - ARB, Emissions and Air Quality Assessment



Elements of the Central City Plan which will impact air quality include: additional residential development in the Central City; greater employment in the downtown area; and the multi-use concept of development in the central area. Additional residential development in the Central City will tend to increase Central City traffic. Emissions will rise, resulting in reduced air quality. With increased employment, greater numbers of commuters will enter and leave the Central City. In spite of measures to encourage car pooling, living downtown and use of public transit, vehicle miles travelled will still increase. A positive impact on air quality will result from the development of mixed use neighborhoods. Residents will be able to reach convenience shopping, employment, and recreational activities by means other than automobiles. Proposals which call for expansion and development of present and future bicycle and pedestrian facilities will aid in reducing traffic levels between neighborhoods, and recreational facilities, employment, and commercial operations, with a resultant decrease in pollutant emissions.

Transportation proposals of the Plan will have both positive and negative impacts on air quality in the Central City. Proposals that will increase traffic and air pollution on certain primarily non-residential corridors include: removal of curb parking; construction of traffic connectors; and redirecting of traffic from neighborhood streets to major arterials. Decrease in traffic levels and consequent reduced air pollution will occur on neighborhood streets which will be converted from one-way to two-way or have traffic discouraged by use of additional stop signs and/or traffic lights. The addition of stop signs and traffic lights may slightly increase pollution levels at intersections as acceleration, idling, and deceleration produce additional emissions. The increased use of buses should bring about a decrease in commuter traffic and overall improvement in air quality. Since buses utilize major corridors, some increase in pollutant concentrations could occur along transit corridors. Proposals for preferential bus lanes could cause restrictions in auto traffic speeds, with resultant emission increases. If proposals for future use of light rail or historic trolley loop transit are determined feasible, this



should also aid in reduction of air pollution. Parking restrictions and increases in parking fees will cause an overall decrease in traffic levels, but will also cause local increases in pollution at park and ride lots and peripheral parking lots.

To illustrate specific impacts of Plan implementation on Central City air quality, sites representative of the types of land use proposed by the Plan were selected for analysis. The location, present and predicted air quality parameters of each site are shown in Table 35.

a. Residential. Low density predominantly single family neighborhoods (Site 1, Table 35) were represented by a block on E Street between 25th and 26th in the northeast neighborhood. This location was chosen as it represents Plan proposals to decrease vehicular traffic through residential areas. Emission levels at this site in 1990 will be significantly lower both with and without the Plan due to stricter controls, although levels under the Plan will be approximately half of those without.

Multiple family neighborhoods (Site 2) were represented by a block of I Street between 25th and 26th. This area will likely experience increased traffic volumes if I Street is extended under the freeway resulting in higher emissions. Emissions under the Plan would be approximately double present levels, and nearly five times the levels predicted without the Plan.

Planned neighborhoods (Site 3) were represented by a block of N between 16th and 17th Streets. Increases in traffic with and without the Plan will result in the following: carbon monoxide and hydrocarbon emission levels will decrease by about one-half; nitrogen oxide levels will remain basically the same.

b. Commercial. The Central Business District (Site 4) retail area was represented by the block of J between 4th and 5th, which will be close to the shopping center at the west end of the K Street Mall. 1990 emission levels will be about half of present levels both with and without the Plan since projected traffic levels will be smaller both with and without Plan implementation.

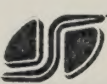


Table 35
VEHICLE EMISSIONS CALCULATED FOR SELECTED SITES

Kilogram/Block

Site Location	1975			1990, With Plan			1990, Without Plan		
	CO	HC	NO _x	CO	HC	NO _x	CO	HC	NO _x
1. E, 25th to 26th	32.9	4.7	2.6	7.5	.9	1.3	16.3	2.0	2.8
2. I, 25th to 26th	11.4	1.6	.9	25.1	3.0	4.4	5.7	.7	1.0
3. N, 16th to 17th	50.0	7.1	4.0	22.9	2.7	4.0	24.7	3.0	4.3
4. J, 4th to 5th	67.2	9.5	5.4	32.4	3.9	5.6	33.1	4.0	5.7
5. Capitol Mall, 5th to 6th	40.0	5.6	3.2	15.9	1.9	2.8	19.7	2.4	3.4
6. C, 11th to 12th	50.9	7.2	4.1	21.9	2.6	3.8	25.1	3.0	4.4
7. L, 28th to 29th	26.3	3.7	2.1	13.7	1.6	2.4	13.0	1.6	2.3
8. E, 18th to 19th	22.8	3.2	1.8	7.2	.9	1.2	11.2	1.3	1.9
9. P, 15th to 16th	41.3	5.8	3.3	22.4	2.7	3.9	20.4	2.4	3.5
10. H, 8th to 9th	30.7	4.3	2.5	15.0	1.8	2.6	15.2	1.8	2.6
11. N, 8th to 9th	32.0	4.5	2.6	17.2	2.1	3.0	15.9	1.9	2.8

Source: 1975 Traffic Flow Map; 2nd Generation Refinement, Impact Analysis; Central City Plan; California Air Resources Board, Emissions and Air Quality Assessment; 1990, Without Plan figures based on 2% increase per year as forecasted by City Traffic Engineer's Office.

Office land use (Site 5) is represented by Capitol Mall between 5th and 6th Streets. Despite an increase in traffic, pollution by carbon monoxide and hydrocarbons would decrease both with and without the Plan with a slightly greater decrease with Plan implementation.

c. Industrial. The block of C between 11th and 12th (Site 6) was chosen for study as this industrial area will be impacted by changes in traffic patterns on C and 12th. Emission levels will be cut in half for carbon monoxide and hydrocarbons, both with and without the Plan with decreases slightly greater with the Plan. Nitrogen oxide will decrease slightly with the Plan and increase slightly without the Plan.

d. Public. Three public locations were chosen: Sutter General Hospital (Site 7) on L Street between 28th and 29th; Washington School (Site 8) on E Street between 18th and 19th; and Fremont Park (Site 9) on P between 15th and 16th. Carbon monoxide and hydrocarbon emissions at the hospital (Site 7) will decrease to a greater degree without the Plan than with as traffic levels under the Plan will be greater. Nitrogen oxide levels will rise both with and without the Plan. The school (Site 8) will experience a positive impact in air quality as carbon monoxide and hydrocarbon levels will be significantly lower both with and without the Plan, though levels will be somewhat higher without the Plan than with. Nitrogen oxide levels will remain about the same without the Plan. The park site (Site 9) will experience lower levels of carbon monoxide and hydrocarbons (about half of present levels) and higher levels of nitrogen oxide with and without the Plan. Levels under the Plan would be slightly higher than without.

e. Government. Sites representing City-County offices (Site 10) on H between 8th and 9th, and State offices (Site 11), on N between 8th and 9th, will experience moderate increases in traffic. Because of stricter controls, emission levels of carbon monoxide and hydrocarbons will be about half of present levels both with and without the Plan, though the nitrogen oxide levels will stabilize.

As a general rule, future emission controls will play a larger role in



reducing levels of carbon monoxide and hydrocarbons than will the Plan. Nitrogen oxide levels will drop in areas experiencing lower traffic levels. In neighborhoods experiencing reduced traffic levels, reduction in emissions beyond those expected from vehicle controls will occur. In several locations the Plan will significantly increase traffic levels and 1990 pollution levels will rise above present levels, despite emission controls. Following EPA directives, local governmental agencies have established an Air Quality Maintenance Program (AQMP). The objective of this program is long-range planning and implementation of guidelines for achieving ambient air quality within Federal and State standards. The Sacramento Regional Area Planning Commission is responsible for planning for this program on a regional basis. Studies have been completed for oxidant levels and future studies are to follow for carbon monoxide. From guidelines developed, standards will be established. Upon completion by SRAPC, local agencies will be responsible for implementation. If proper implementation strategies are not developed and carried out, it is possible that EPA will assume responsibility for enforcing the program. This program will be implemented with or without the Central City Plan, and may be responsible for lower levels of air pollution than those indicated in Table 35.

2. Stationary Sources. Stationary source emissions will not be impacted to a significant degree by implementation of the Central City Plan. Several programs are underway to reduce specific emissions in the Sacramento region, and these will be carried out with or without the Plan. Estimated present and future emissions can be found in Tables 36 and 37. These figures were based on U.S. Bureau of Economic Analysis (OBERS) figures.³ The data does not take into account current energy problems, proposed changes in laws concerning burning of agricultural waste, and recent changes in conservation and environmental activities. Also not taken into account are local programs to reduce vapor emissions from the distribution and sale of vehicle fuels.

a. Petroleum handling. As can be seen in Table 36, petroleum handling accounts for over one-third of the organic gas emissions in Sacramento County. New regulations regarding vapor loss from tank trucks, service station storage tanks and vehicle refueling will result in a significant reduction of vapor loss.³⁴ This program will be carried out regardless of implementation of the

STATIONARY POLLUTANT SOURCES - SACRAMENTO COUNTY

1975

<u>Sources</u>	<u>ROG*</u>	<u>TOG*</u>	<u>PART*</u>	<u>Tons per day</u>		<u>CO</u>
				<u>NO_x</u>	<u>SO₂</u>	
Petroleum Marketing	10.9	11.4				
Organic Solvent Users						
Surface Coating	8.7	9.4	.3			
Dry Cleaning		1.5				
Degreasing	2.1	12.6				
Chemical			.6			
Metallurgical			.2			
Mineral			7.7			
Food and AG Processing			3.0			
Pesticides	.4	.4				
Combustion of Fuels						
Other Industrial	.1	.3	.7	2.9	.4	.2
Domestic & Commercial	.3	.8	.8	4.3		
Waste Burning						
Agricultural Debris	2.1	4.2	1.8	.2		6.8
Range Improvement	.2	.4	.2			.6
Other	.1	.2	.3			.4
Misc. Area Sources						
Wild Fires	.1	.1	.1			
Structural Fires	1.0	2.0	1.4	.1		6.2
Farming Operations			7.5			
Construction, Demolition			.8			
Utility Equipment	1.0	1.1			.1	7.9
Unpaved Roads			1.8			
TOTALS	27.0	44.4	28.2	7.5	.5	22.4

Source: ARB; Estimated Figures based on OBERS Projections.

* ROG, Reactive Organic Gases; TOG, Total Organic Gases; PART, Particulates

Table 37
STATIONARY POLLUTANT SOURCES - SACRAMENTO COUNTY

1990 Emissions Projections

<u>Sources</u>	<u>ROG*</u>	<u>TOG*</u>	<u>Tons per day</u> <u>PART*</u>	<u>NO_x</u>	<u>SO₂</u>	<u>CO</u>
Petroleum Marketing	13.1	13.8				
Organic Solvent Users						
Surface Coating	13.3	14.5	.3			
Dry Cleaning		1.9				
Degreasing	2.5	19.4				
Chemical			1.1			
Metallurgical			.3			
Mineral			5.0			
Food and AG Processing			4.1			
Pesticides	.5	.5				
Combustion of Fuels						
Other Industrial	.2	.5	1.1	4.4	.7	.3
Domestic & Commercial	.4	1.0	1.0	5.2		
Waste Burning						
Agricultural Debris	2.6	5.0	2.1	.2		8.2
Range Improvement	.2	.5	.2			.7
Other	.1	.2	.4			.5
Misc. Area Sources						
Wild Fires	.1	.1	.1			.3
Structural Fires	1.2	2.4	1.7	.1		7.7
Farming Operations			9.0			
Construction, Demolition			1.0			
Utility Equipment	1.2	1.4		.1		9.5
Unpaved Roads			2.2			
Totals	<u>35.4</u>	<u>61.2</u>	<u>29.6</u>	<u>10.0</u>	<u>.7</u>	<u>27.2</u>

* ROG, Reactive Organic Gases; TOG, Total Organic Gases; PART, Particulates
Source: ARB; Estimated Figures based on OBERS Projections.

Central City Plan.

b. Organic Solvent Users. Strict regulations have been placed on the use of organic solvents in dry cleaning, degreasing, and surface coating operations. These restrictions will likely result in lowering emissions below predicted levels. The Plan has no effect on this program.

c. Heavy Industry. No large petroleum, metallurgical, mineral, or other heavy industries are presently located in the Central City. Proposed zoning changes included in the Plan will prohibit such uses. Future industry will likely consist of food processing or similar plants which have relatively low levels of pollutant emission.

d. Combustion of Fuels. Any significant changes in pollutant levels from fuel combustion will be the result of changes in the types of fuels utilized. Such changes will occur as the result of possible shortages of natural gas, greater use of solar energy, and more stringent pollution controls.

3. Waste burning. Agricultural burning is presently responsible for a significant amount of air pollution. Future State regulations of agricultural burning, coupled with alternative methods of waste disposal will reduce this problem. Backyard burning is presently prohibited without use of specially constructed incinerators.³⁴ Garden and yard waste will continue to be picked up by refuse agencies. Home fireplaces and backyard barbecues are not included in current restrictions. The Plan will have no impact on waste burning.

B. Noise

The greatest impacts of the Central City Plan on noise levels in the study area will result from both increases and decreases in traffic levels: increased traffic levels will generally result in negative impacts as noise levels rise; decreased traffic levels will generally result in positive impacts as noise levels drop. Elements of the Plan have been analyzed in



terms of their impact on noise levels within the study area.

1. Land Use Element. Concentration of population in planned residential developments will tend to increase traffic on approach streets, resulting in rising noise levels. Removal of industrial uses from the R Street corridor should cut heavy vehicle traffic in the area, resulting in a reduction of noise in the surrounding neighborhoods.

2. Open Space Element. Proposed open space areas will separate residents from traffic corridors, creating a positive impact. Landscaping will also separate residents from traffic noise, though benefits will be mostly psychological. Vegetation has a minimal capacity for reducing noise levels but provides a visual separation from noise generating sources that lessens the apparent impact.

3. Conservation Element. Stabilization of the number of single and multiple family residences in Central City neighborhoods should have a stabilizing effect on the amount of traffic in the area. Noise levels should not be greater than present levels in those neighborhoods significantly affected by conservation measures.

4. Transportation Element. The greatest noise level impacts will be generated by increased traffic levels in the Central City. Some areas will be negatively impacted as traffic increases on specific corridors. An important goal of the transportation element is the reduction of traffic levels on residential neighborhood streets. If this goal is realized, positive noise level impacts will be experienced.

As traffic noises will be the major source of noise impacts in the Central City, several sites were chosen and analyzed in terms of the impacts created by increased or decreased traffic levels. Table 38 lists specific sites chosen because of significant traffic level changes with or without the Plan. Site 1, in a single family neighborhood, will experience a reduction of traffic noise under the Plan as traffic levels are reduced. Without the Plan, some increase will be experienced. Site 2 is in a multiple family neighborhood and will experience a significant noise level increase with Plan implementation

Table 38

PREDICTED NOISE LEVELS AT SELECTED CENTRAL CITY SITES

<u>Site Selected</u>	<u>1975</u>	Predicted dB(A) 1990	
		<u>With Plan</u>	<u>Without Plan</u>
1. Single family neighborhood, E, between 25th and 26th	59	56	61
2. Multiple family neighborhood, I, between 25th and 26th	51	74	53
3. Planned residential neighborhood, N, corner of 15th	66	72	73
4. Mixed residential, CBD (Under Plan) J, corner of 5th	74	78	79
5. Public Hospital L, between 28th and 29th	58	60	59
6. Public School E, between 18th and 19th	56	55	59

Source: Noise Element and Environmental Impact Statement, City of Sacramento.



and a slight increase without, the variation is the result of differences in traffic volumes. This assumes construction of the I Street freeway underpass and a role for I Street as a major traffic corridor into the Central City.

Because of intensive residential development in and around Site 3, the site will experience a rise in traffic noise levels both with and without the Plan. In the mixed residential-commercial-office center of the Central Business District at 5th and J (Site 4), noise levels will increase somewhat both with and without the Plan. Site 5, Sutter General Hospital, will experience a slightly greater increase in traffic noise levels under the Plan than without. Increase in traffic levels at the school site (Site 6) without the Plan will create an increase in noise levels, while under the Plan noise levels will decrease.

Whether or not the Plan is implemented, the newly adopted Sacramento Noise Ordinance will be utilized in the control of excessive and unwanted noises in the Central City. The ordinance proposes the establishment of maximum permissible noise levels to further public health and safety. Ordinance regulations are designed to assess complaints of noises alleged to exceed ambient noise levels; to contain sound levels when and where feasible without causing undue burdens; and to meet noise standards as set forth.

Exterior and interior noise standards have been set for residential areas in the City as a whole, above which certain noise levels will be illegal under most circumstances. Exterior noise standards have been set at 55 dB(A) between 7AM and 10PM, and 50 dB(A) between 10PM and 7AM. Intrusive sounds above these levels will be permitted only for specified maximum periods of time. In areas of the Central City experiencing high noise levels, such as high volume traffic areas, ambient noise levels will continue to exceed 55 dB(A) between 7AM and 10PM and 50 dB(A) between 10PM and 7AM, and allowable noise limits will be increased in specific instances. If the ambient noise level exceeds 75 dB(A) during the day and 70 dB(A) at night, the maximum ambient noise level will be the noise limit level for that intrusive sound.

Interior noise standards specify maximum allowable noise levels in multiple family dwellings between 10PM and 7AM: 45 dB(A) for a cumulative period of more than 5 minutes in any hour; 50 dB(A) for a cumulative period of more than 1 minute in any hour; and 55 dB(A) for any period of time. As

with exterior noise standards, provision is made for areas experiencing ambient interior noise levels greater than specific interior standards.

The following are exempted from noise standards: emergency vehicles; repairs necessary for public safety or health; school musical and athletic events and groups; licensed and permitted outdoor and public activities; park and playground activities; construction between the hours of 7AM and 6PM, Monday through Saturday, and 9AM through 6PM on Sundays; maintenance of street trees and residential area property between 7AM and 6PM; park maintenance; and military and aircraft activities.

Industrial and commercial activities will be given one year to comply with the ordinance, with variances allowed if compliance is impossible. Residential exterior noise standards will be applied to schools, hospitals, and churches. If ambient noise levels at these locations are above standards, an additional 10 dB(A) will be allowed. Noise level standards have also been set for machinery, equipment, fans, air conditioners, and waste removal equipment, with time limits for compliance.

Violations of the ordinance will be determined through consideration of the sound level of the objectionable noise; the sound level of the ambient noise; the proximity of the noise to residential sleeping facilities; nature and zoning of the area within which the noise emanates; the time the noise occurs; the duration of the noise and its tonal, informational or musical content; whether the noise is continuous, recurrent, or intermittent; and whether the noise is produced by a commercial or non-commercial activity.

Certain loud and excessive noises have been specifically declared unlawful, including: motor noises; horns and signalling devices; yelling and shouting; pile drivers; hammers; tools; blowers; exhausts; loading, unloading, opening boxes; hawkers; peddlers, and vendors; drums; transportation of metal rails, pillars, and columns; and animals, birds, and fowls.

C. Ecosystems

The Central City Plan will have little adverse impact on the ecosystems that now exist in the Central City. Many measures proposed by the Plan will actually enhance wildlife habitat conditions, especially for populations of many bird species.



The diversion of traffic away from neighborhood areas will result in reduced noise and air pollution and provide a healthier environment for plant life and a more attractive environment for wildlife. New plantings of trees and shrubs associated with the Open Space Program will provide additional bird and small mammal habitat. The open space linkage between Old Sacramento and Miller Park as part of the Sacramento River Parkway Master Plan should provide considerably more wildlife habitat than presently available, especially if there is a considerable amount of planting associated with the parkway.

The preservation of residential structures within the Central City will not only result in preservation of existing trees and shrubbery as habitat, but the residences themselves will remain as nesting sites for some bird species. In the preservation of historical structures, features of the buildings that serve as nesting sites for less common bird species, such as the Purple Martin, should be retained. Infill development of vacant lots and conversion of parking lots to other uses would provide additional habitat. The projected increase in total residential land use, although primarily in multifamily units, will provide additional trees and shrubbery and thus additional habitat and nesting sites for certain species. If the Plan is not implemented, there could be a decrease in residential structures and an increase in office and commercial buildings. This would eliminate some of the existing Central City bird habitat. Without the Plan, habitat provided by open space would likely be less by 1990. If the present commercial zoning of many residential areas is implemented, there would be a net loss of plant and animal life.

IV. Energy

A. Mobile

Measures to encourage commuter use of public transit and carpools/vanpools rather than single passenger vehicles are projected by the Plan to reduce Central City vehicle mileage by 15 per cent over that which would occur without the Plan. Vehicle miles per day are expected to increase from 1,998,000 to 2,204,000 if the Plan is implemented versus an increase to 2,591,000 vehicle

miles per day if present policies are continued.¹¹ If the average projected mileage per automobile of 26 miles per gallon is realized in 1990, fuel consumption under Plan implementation would decrease from the present rate of approximately 158,600 to 84,800 gallons a day. Even without the Plan, fuel consumption should still decrease to 99,600 gallons per day as a result of projected improvements in vehicle mileage.

Increased congestion along certain streets in the Central City could result in increased fuel consumption at specific locations. This would be offset to a certain extent by diversion of traffic from surface streets to freeways and the proposed peripheral parking which would eliminate some surface street travel.

Regional Transit expects little increase by 1990 in the number of miles per gallon obtained by busses. Passenger miles per gallon at peak hours is expected to increase by 1990 because of an increase of passengers per bus and the possible introduction of larger busses capable of carrying 65 to 75 passengers. The projected shift of commuters from automobiles to public transit would nevertheless result in substantial fuel savings during peak hours since busses would continue to obtain 300 passenger miles per gallon during this time compared to 26 passenger miles per gallon for automobiles by 1990. Providing service during the rest of the day and weekends throughout the region could lower overall fuel savings stemming from increased transit use. Economies in cost of fuel may also occur through the introduction by 1980 of new busses with turbine engines allowing utilization of cheaper grades of fuel.⁷²

B. Stationary

The Plan proposes extensive energy conservation measures to mitigate increases in residential and commercial energy consumption which would otherwise result from Plan induced growth in these sectors. Table 39 shows estimated energy consumption by Central City stationary users in 1990 based upon use data provided by the Sacramento Municipal Utilities District and Pacific Gas and Electric and upon projected growth of resident population and employees. According to these estimates, the continuation of present



Table 39

ENERGY USE IN TRILLIONS OF BTU'S

	<u>1975</u>	<u>% of Total</u>	<u>1990-Present Policies Continued</u>	<u>% of Total</u>	<u>% Change from 1975</u>	<u>1990-Utilizing Conservation Measures</u>	<u>% of Total</u>	<u>% Change from 1975</u>
Office	1006	58.6	1398	61.2	+39	861	60.3	-14
Residential	401	23.4	522	22.8	+30	329	23.0	-18
Industrial	161	9.4	161	7.0	0	112	7.8	-30
Commercial	75	4.4	131	5.7	+75	74	5.1	- 1
Heavy Commercial	74	4.3	74	3.2	0	52	3.6	-30
TOTAL	1717		2286		+33	1428		-17

Source: Leo A. Daly Co.

practices would result in a 33 per cent increase in energy utilization from 1717 trillion BTU's a year in 1975 to 2268 trillion BTU's a year in 1990. The table shows that implementation of the energy conservation measures suggested in the American Institute of Architects publication, "Energy and the Built Environment" would result in a drop in total energy use of 17 per cent by 1990 despite the growth inducing aspects of the Plan.¹⁰ Offices, the largest users of energy, would decline in energy consumption by 14 per cent while residential use would experience an 18 percent decline. Commercial use would increase 75 per cent under present practices, but would decrease slightly if energy conservation measures were taken. The relatively large decline of 30 per cent each in consumption of energy by industrial and heavy commercial users reflects the fact that not only will there be installation of energy saving devices but there will be little new growth in these facilities within the Central City between 1975 and 1990.

The use of solar energy devices for on-site generation of energy as contemplated by the Plan would considerably reduce outside energy resources needed. Utilization of Modular Integrated Utility Systems (MIUS) for generation of electricity would result in further savings. Hot and cold water and steam could be sold from such a facility very much like gas or electricity. The city of Nashville, Tennessee has pioneered a similar system which was designed to have the following positive environmental impacts: to provide low-cost district heating and cooling for center city buildings; to recover energy in all combustible solid waste not recycled for other purposes; to partially eliminate the need for sanitary landfill; to substantially reduce the cost of solid-waste disposal; to improve water and air quality by meeting waste disposal, water and air emission standards; and to provide for major ferrous material recycling. The widespread utilization of solar energy and implementation of an MIUS system could actually result in significantly greater energy savings than those shown in Table 39.

The energy saving measures of the Plan would probably lower the total income of utilities because of the smaller amounts of energy used. This could be balanced to some extent by a reduction in the need for facilities expansion. This point is illustrated in a recent analysis done by Jonathan Hammond, of Living Systems, Energy Systems Consultants of Winters, California, Mr. Hammond stated, "A simple analysis comparing the cost of producing more



energy from the proposed nuclear power plant Rancho Seco II versus the cost of freeing energy for other uses by improving existing houses indicates that each dollar spent improving existing houses will make available twice as much energy each year as could be generated if the dollar were spent on building a nuclear power plant." While this conclusion would likely be questioned by other persons in the energy industry, it illustrates the point that substantial savings in energy may be possible by retrofitting existing structures to make them more energy efficient.

Energy information and education programs for consumers are necessary if the energy portions of the Plan are to be successful and would entail some costs to the City and the utilities for staff and support services.

The revision of building code regulations calling for greater insulation and other energy saving devices would increase the initial cost of construction to building owners but should result in substantial savings in heating and cooling costs. Costs to the City would include code revision and enforcement, but should not be substantial. The cost of refitting older homes and apartments could be prohibitively high for some home or building owners. To ease this problem, the City could aid property owners in obtaining low interest loans or even assume a portion of the cost. These efforts would cost the City both staff time and actual expenditures, but would be balanced by the energy savings and monetary savings accruing to property owners.

The guaranteeing of "sun rights" could limit potential use of some properties. This could lead to a potential restriction of use by property owners with a possible consequent loss of property tax and other revenue to the City. Initial costs of installing solar energy systems are presently high, but such installations can result in long term financial benefits as well as actual energy savings. These initial costs can be offset by utilizing grants from Federal or other agencies to absorb initial costs. Local electric generation plants using waste materials could be financed from such grants. Operating costs could then be met by revenues from the sale of electricity. As suggested in the Plan, the United States Department of Housing and Urban Development and the Energy Research and Development Administration (ERDA) both offer grants which could be used on such projects. According to the California Energy Resources and Development Commission, there is a great deal of waste paper from the many government and private offices of the Central

City which would be utilized for such purposes. It has been estimated that up to 1000 tons a day of waste wood could be supplied from within the City of Sacramento.⁷³ Such a system would also serve as insurance against failures in regional networks.

V. Transportation

A. Streets and Highways

The Plan recommends a roadway network by 1990 that would reduce the number of Central City major streets and restrict neighborhood streets for local use. Use of north-south commercial and office streets in the western portion of the Central City will be encouraged and use of east-west neighborhood streets within the eastern portion will be discouraged. Use of surface streets will be discouraged when freeways could be utilized.

Specific Plan proposals for roadway changes are contained in the Plan, page 59. Impacts of the proposals can be viewed from both a general and a specific perspective. In general, diversion of traffic from residential areas will have positive effects. Less traffic will result in less pollution, less noise, less congestion and improved local access. However, traffic disincentives will cause delay on these streets, even if volumes are reduced, thus offsetting some of the advantages. Concentration of traffic on fewer streets will aggravate problems on these streets. This may discourage travel to commercial areas, especially if accompanied by removal of street parking. Excessive congestion could also affect transit and pedestrian movements. Reliance on freeways to carry traffic diverted from City streets may prove counterproductive, resulting in short trips, congestion at ramps, and concentration of traffic on interchange streets. The proposed concentration of traffic on fewer streets will emphasize the barrier effect of these streets. There will likely be fewer points of impedance to cross flow, but greater delays to cross flow traffic.

Analysis of the impacts of specific items in the Plan is more difficult, since many impacts are areawide, improvements in one area may cause problems in other areas. The following analysis presumes complete implementation of the Plan as proposed. See Plan, pages 46-67. This analysis is confined to traffic impacts as secondary impacts are covered elsewhere in this report.



Proposal: Construction of C Street connector, conversion of C to major street.

Impact: Interference with truck maneuvers on C Street. May be difficult to shut C off at 16th, with spillover beyond to the east. Major increases in traffic on C. Significant increase on 7th.

Proposal: G, H, N, P, Q, traffic expedited west of 16th, restrained east of 16th.

Impact: Volumes should decrease east of 16th. Movement will be more efficient, intersection delays will increase, diversion to streets already critical such as I, J, L, 10th, could result in unacceptable severe congestion in commercial or other critical areas.

Proposal: E, F, S, T, 3rd, 5th, 7th, 12th converted to two-way.

Impact: Conversion from one-way to two-way will generally increase intersection turn conflicts, reduce overall capacity, reduce signal effectiveness, improve access to abutting properties and divert traffic to major one-way streets. Movement impedence most critical for 3rd, 5th, 7th, 12th and S as they are to remain major streets.

Proposal: New freeway ramps at I-5 and S Street.

Impact: May cause operational problems because of proximity to I-5 and I-80 interchange.

Proposal: Traffic expedited one-way through I, J, L, W, X, 15th, 16th western portions of G, H, N, P, Q, most of 9th, 10th, 19th, 21st.

Impact: These streets would receive the major burden of expedited traffic increases. Congestion and service levels may become unacceptable at critical areas, causing traffic to utilize local streets.

Proposal: All other streets to be local streets.

Impact: Overall improvement expected, except where traffic may spill over onto these streets because of congestion elsewhere.

Proposal: Direct southbound off ramp to westbound I and I Street underpass. Closure of E Street ramps.

Impact: Significant decrease in traffic on E Street. Significant traffic increase on I Street. Contribution to congestion on I.

Proposal: Removal of curb parking on I and J west of 7th, peak period removal between 7th and 16th. Peak period restrictions on 5th, 9th, 10th, 15th and 16th.

Impact: Significant improvements in traffic movement would result. Business could be adversely impacted.

Proposal: Extension of 15th Street northbound to Sproule Avenue.

Impact: Would reduce circuitry of travel and increase overall efficiency of movement. Would negatively impact residential and industrial uses

along the route.

Proposal: Elvas-Richards connector.

Impact: Would divert a significant amount of traffic from Central City Streets. Congestion could occur at either end at junction with existing streets.

B. Public Transit

Proposal: Increase in bus fleet from 272 to 950 busses.

Impact: Increased frequency and convenience of service. Increased transit use (4-fold increase projected). Greater numbers of busses entering and leaving Central City daily (at least double present number). Frequently stopping busses may slow traffic along some streets especially those leading to 8th Street bus mall. Busses entering City at peak hours increase 4-fold. In morning hours increase from 130 to 550 busses. Frequent bus stopping in peak hours may slow traffic along certain streets.

Proposal: Preferential or exclusive bus lanes on congested roadways or major traffic bottlenecks. Northeast travel corridor and south travel corridors and route 160 (I-80) (99 & I-5).

Impact: Would expedite bus movement. Would remove lanes from already congested roadways, thus further slowing traffic. Would slow rate of travel for autos on northern portions of 15th, and 16th Streets. Busses would travel more rapidly on 15th and 16th Streets than autos. Would move more people per mile than other forms of transportation. Would provide additional incentives to use busses.

Proposal: Inter-modal transportation center.

Impact: Will move more people more efficiently. More central location of transportation facilities. Additional traffic volumes on northern portions of 5th, 7th, western portions of H, I, and J. Heavy congestion on J Street between 3rd, 5th, 5th Street between J and I, and between 6th and the freeway on ramps. Heavy congestion at corners of 5th, and I, I and 7th, H and 7th and 5th and J. Considerably greater volumes of traffic on I Street on ramp and J Street off ramps. Additional congestion associated with I Street on ramps and increased congestion on western portion of I Street. Restricted flow of traffic into terminal during peak hours. Increased auto traffic associated with arrival of trains. Movement of RT "layover stations" at 3rd and J and 9th and G to inter-modal terminal.

Proposal: Park-N-Ride Facilities in suburban areas.

Impact: Lowered volumes of auto traffic entering Central City from freeway. Increased use of public transit in vicinity of Park-N-Ride facilities. More efficient express service from Park-N-Ride facilities.



Proposal: Downtown shuttle system.

Impact: Movement of passengers to pick-up routes for express service, therefore more efficient bus express service. Small numbers of additional vehicles along route of downtown loop shuttle. Shuttle busses running at less than capacity at non-peak hours. Shuttle busses instead of larger busses now used for local trips. Possible increase in number of trams on K Street Mall. Increased crowding and pedestrian annoyance along K Street Mall.

C. Parking

Proposal: Revision of minimum parking code requirements and establishment of parking maximum ratio.

Impact: Reduction of parking available for office workers. Little or no reduction in parking for retail establishments. Some transfer of commuters from auto to public transit. Increased use of public parking facilities by office workers. Increased use of neighborhood parking by office workers.

Proposal: In lieu parking program.

Impact: Location of some development closer to local transit routes. More convenient access to public transit, switching by some employees to public transit. More convenient locations of bus stop facilities. Larger number of persons using public transit rather than autos in Frame area. Some reduction of traffic in Central City especially in and out of Frame area. More use of car-pools and van-pools.

Proposal: Increase of parking spaces in Core of 4900 by 1990 vs. 12,200 parking space increase without Plan.

Impact: Parking space shortage if projected shift to public transit does not occur. Forcing of some core employee parking into adjacent Frame residential areas. Increased area needed for parking. Single level parking lot equivalent of 15 blocks (vs. 38 blocks for no Plan). Possible traffic increases due to motorists looking for parking spaces.

Proposal: Continued reduction in special, all-day and monthly parking in centrally located facilities.

Impact: Some transfer of Central City commuters to public transit from auto.

Proposal: Reduction in availability of off-street parking spaces during peak hours in CBD.

Impact: Shifting of parking of many commuters to areas outside of CBD. Some transferring of auto commuters to public transit. Some reduction of peak hour CBD auto traffic. Increased availability of parking spaces in CBD for shoppers.



Proposal: Policy of encouraging the location of office or retail space at the ground level of parking structures.

Impact: Increased convenience to shoppers utilizing retail establishments beneath structure. Increased convenience to office workers in office space beneath parking facility may encourage use of autos by these employees.

Proposal: Location of new Core area parking facilities outside of areas of intensive pedestrian activity bounded by 5th, J, 15th, and O Streets.

Impact: Reduction of traffic circulation in areas of intensive pedestrian activity. Increased pedestrian safety within these limits. Shopper parking possibly more distant from CBD than at present. Increased use of downtown shuttle systems.

Proposal: Peripheral parking.

Impact: Possible morning peak hour slowing and congestion along routes from freeway off-ramps to peripheral parking facilities. Possible congestion on W. Possible slowing of traffic in afternoon peak hours along X, 29th, and 30th Streets adjacent to peripheral parking lots. Reduction in traffic along surface routes leading to the Core because of autos parking on Central City periphery. Autos would otherwise be parking in the Core or adjacent portions of the Frame. Reduction of parking facilities needed in vicinity of Core.

Proposal: Removal of curb parking from 8th Street if used for Bus Mall.

Impact: Additional parking will be required to replace spaces removed. Short-term parkers such as shoppers will be most affected. May have adverse impact on businesses. Possible additional travel by motorists looking for parking spaces.

Proposal: Curb parking restrictions between 7-9 AM and 4-6 PM.

Impact: Spaces will not be available to employees who usually arrive before 9 AM. Will result in minimum number of all-day meter feeders. More spaces available to shoppers. Increased use of public transit by employees possible. Possibly smoother flowing traffic during morning hours.

Proposal: Resident parking permit program.

Impact: Elimination of most non-resident all-day parking in areas instituted. More curb parking available for residents with permits. Possible problems for visitors to residential areas.

Proposal: Metering commercial curb spaces for short-term parking only.

Impact: All-day parkers discouraged from these areas. May discourage customers of adjacent businesses. May require "meter-feeders" to be ticketed for over 2 hours.



Proposal: Revising parking fees to eliminate discounts for long-term parking, up to 75%.

Impact: Decline in numbers of persons paying for monthly parking. Possible shift to public transit. Less rapid increase in number of long-term parkers.

Proposal: Raising short-term parking fees by 25%.

Impact: Some discouragement of short-term parkers because of increased fees.

Proposal: Special parking and other carpool/vanpool incentives.

Impact: Would encourage more use of carpool/vanpools. Increase number of persons per vehicle. Reduced traffic volumes.

D. Bicycle

Proposal: Provide 3.6 additional miles of "bike paths" (exclusive right-of-way).

Impact: Greater bicycle safety. Greater incentive to use bicycles. Improved environment for bicycle riders (less dust, noise, fumes).

Proposal: Bicycle lockers and banks.

Impact: Increased incentive for employees to use bicycles for commuting.

Proposal: Provide 12 additional miles of "bike lanes" (shared right-of-way on street).

Impact: Some increased safety for bicyclists if set aside for bicyclists only with parking restricted. More incentive to use bikes - some increase in number of bikes for short trips.

E. Rail

Proposal: Transit Guideway System

Impact: Highly dependent on Federal financing. Should reduce automobile usage somewhat, but could compete with busses.

Proposal: Historic Trolley Loop.

Impact: Possible slowing of traffic along trolley loop as a result of slowing and stopping of trolleys. Space competition along streets by rails and trolleys if routes other than railroad rights-of-way are

used. Additional access to Old Sacramento possible. Possible reduction of traffic congestion and parking problems in Old Sacramento. Convenient access to many historic sites. Could provide more passengers per mile than automobile in a safer fashion.

VI. History and Archeology

A. Archeological Sites.

All State-registered archeological sites in the Central City are located at parks and schools and will not be affected by implementation of the Plan. Potential sites discovered during construction will have to be carefully examined for their archeological and historic significances.

B. Historic Sites

State landmarks are protected from encroachment and will not be impacted by Plan implementation. Most of the sites listed in the National Register of Historic Places are also included in the "essential" structures category of the Preservation Program. The City has indicated its intention to take necessary steps to insure preservation of these structures.

1. Old Sacramento. The redevelopment of Old Sacramento will continue with or without implementation of the Plan, although revitalization of the Central Business District and downtown businesses will have a beneficial effect on the historic area as greater numbers of shoppers come to the area.

2. Preservation Program. The Preservation Program is independent of the Central City Plan, and will continue with or without the Plan. Conservation elements of the Plan will help preserve some homes which were not included in the Preservation Program, but which possess historic or architectural significance. Neighborhood planning standards will foster maintenance of an overall historic quality in some residential areas by preventing encroachment of incompatible infill development. Maintaining the residential



uses of some essential and priority structures could also occur, preventing shifts to office or residential uses. Without the Plan, it is possible that less strenuous application of the Preservation Program could occur, resulting in greater numbers of priority structures being demolished and replaced by infill developments.

Several preservation areas are in conflict with industrial land use designations proposed in the Plan: in the Alkali Flat area, the block bounded by D Street, E Street, and 8th Street; in North Alkali Flat area, portions of the block bounded by C Street, D Street, 11 Street, and 12th Street; and several lots at the southeast and southwest corners of the intersection of 19th and D Streets in the Washington School area. One essential structure at 1119 D Street is involved in the conflicting land use, as are eight priority structures on 8th, 11th, and D Streets. There could be some conflict regarding proposed commercial areas occurring with preservation areas. Use of priority and essential structures for offices would conform to both zoning regulations and preservation program tenets.

IMPACT ANALYSIS

I. Unavoidable Adverse Impacts

Potential impacts of implementation of the proposed Central City 1990 Comprehensive Plan are discussed in the previous section, "Impacts of Plan Proposals". Implementation of the Plan could result in significant environmental changes within and beyond the Central City. Certain aspects of many of these changes could be considered adverse. If the Plan is not implemented, adverse conditions could also occur. This is also discussed in the previous section. The following is a summary of adverse impacts which could result from Plan implementation.

A. Land Use

Full implementation of Plan proposals will result in a significant alteration of land use in certain portions of the Central City. While many of these alterations will be compatible with present usage or trends, certain disruptions will occur.

B. Land Economics

Plan proposals for rehabilitation of substandard residential structures will foster rising property values which in turn create a greater property tax burden for many low income and elderly homeowners. Landowners holding land for eventual office and commercial use in areas which will be downzoned according to Plan proposals will find potential land use possibilities decreased with possible drops in land values. Plan proposals for downzoning of some residential neighborhoods could result in lower housing densities in some cases. Policies which discourage conversion of single family to multiple family homes could cause property values to decrease. Some depression of land values could occur along streets changed from traffic restricted to major traffic carriers.



C. Demography

Implementation of Plan proposals concerning attraction of new residents to the Central City are predicted to result in a population increase of approximately 25%. This population is expected to include a large number of young persons, middle to high income persons and families, and smaller households. Displacement of lower income and elderly families and persons could result from rehabilitation, redevelopment, and conversion programs unless adequate mitigation measures are taken to provide alternate housing or financial assistance.

D. Housing and Neighborhoods

Redevelopment projects assisted by the Plan could displace many residents, as could conversion of multiple family dwellings to lower densities, rising rent structures, and rising property taxes. Without adequate mitigation measures, a large number of low rent housing units could disappear, leaving fewer housing opportunities for low income and elderly persons and families.

E. Employment

Plan implementation could result in a decrease in employment in certain businesses as these operations are forced to leave by rising rent structures or redevelopment projects. Overall employment within the Central City would increase, however, under Plan implementation.

F. Public Works

Installation of traffic signals and controls necessary to implement Plan proposals to slow down and/or redirect traffic will result in additional expenditures by the City. Increased population generated by Plan implementation will create additional need for use of solid waste, water, and sewage facilities, which will result in additional expenditures. Some rate increase may result.

G. Utilities

Additional expenditures may be necessary to provide increased utility services required by the increased population.

H. Public Safety

Increased fire and police response time could result from Plan proposals which result in increased traffic congestion or diversion of traffic from local streets. Traffic congestion will also occur without Plan implementation, since overall traffic volumes will be higher without Plan implementation.

I. Education

The predicted increase in school-age children as a result of Plan implementation could require expenditures for new educational facilities including portable classrooms and bussing.

J. Economics

Tax revenues will be lost to the City during construction of redevelopment projects. Downzoning could result in lower tax revenues if property values decrease in certain areas. Conservation and preservation programs proposed by the Plan could result in rising property tax burdens for low income and elderly persons and families. Code enforcement could require some homeowners to sell their homes when they cannot afford the mandated repairs. Rising land values, conservation, and preservation could result in rising rent structures. Overall Plan implementation, however, should result in a more healthy economy for the Central City.

K. Attitudes and Lifestyles - Quality of Life

Many lower income and elderly persons and families could be displaced by rising rents, redevelopment projects, and rising property taxes unless



mitigation measures provide the necessary relief.

L. Air Quality

Air quality will deteriorate in specific areas of the Central City experiencing greatly increased traffic levels as a result of Plan implementation. Some stationary source emissions would increase as a result of implementation. Overall Central City air quality, however, will improve as a result of Plan implementation.

M. Noise

Higher noise levels will result in specific portions of the Central City experiencing increased traffic levels as a result of implementation of the Plan's transportation element. Overall noise levels within the Central City, however, will decrease by 1990, partially as a result of Plan implementation.

N. Transportation

Traffic congestion will increase in many areas within the Central City. Overall traffic volumes, however, will be less than without Plan implementation. Parking for commuters who use private automobiles will be more difficult. Specific locations within the Central City will experience greater congestion and related problems than would occur without the Plan.

II. Irreversible Changes

In the general sense, the major irreversible change which would be involved in Plan implementation is the long-term commitment of land and resources in projects proposed by the Plan. Although it is possible that at some time in the future, proposed developments could be returned to their present use, open space and recreational areas removed, and new construction torn out, it is highly unlikely. It is in this sense that the term irreversible

is used. The following specific impacts previously discussed appear to fall in the category of being essentially irreversible.

- Land use will be altered.
- Demographic characteristics of the population will change.
- Employment opportunities in establishments displaced by Plan implementation will decrease.
- Housing density will increase.
- Response time for emergency vehicles may increase in certain instances.
- Air quality will be degraded in specific areas (although it will improve in others).
- Sewage volumes will increase.
- Noise levels in the Central City will increase on streets experiencing higher traffic levels (although overall levels will decrease).
- Traffic levels will increase (although not as much as without the Plan).
- Use of nonrenewable energy will increase.
- Rising property values will create higher property taxes.
- Population will increase.

III. The Relationship Between Short-Term Uses and Long-Term Productivity

The cumulative and long-term effect of the proposed Central City Plan will be the rehabilitation and revitalization of the area's commercial and residential communities. Most of the Plan proposals are designed to achieve long-term beneficial goals. Certain of these proposals, such as those which may displace low income persons could have short-term negative effects. A proper balance between short-term negative effects and long-term results can only be achieved if Plan implementation involves a substantial effort to mitigate the short-term problems.

IV. Growth Inducing Impact of the Proposed Action

The project will contribute to economic and population growth in the Central City. Impacts of this growth are discussed in detail in previous sections. Implementation of the Plan will result in additional residential land use acreage, about 7,000 new residents, and approximately 19,000 new



employees. These additional persons will purchase goods, pay taxes, drive cars, use public transit and otherwise contribute to growth. Some additional public services and facilities may be required to serve increased growth. On the regional level, additional Central City employment opportunities will attract additional residents who do not choose to live in the Central City. This growth outside the Central City will likely also occur as a result of Central City Plan implementation.

MITIGATION MEASURES

Because this impact report is based on a general plan which provides general guidelines, mitigation measures will be required to be developed and implemented to avoid, minimize, and compensate for adverse impacts of proposed projects. Mitigation measures discussed in this section, therefore, will take the form of suggested types of measures which could be utilized to mitigate expected negative impacts of the Plan.

I. Land Use

Mitigation of land use disruption and the preservation of compatibility of contiguous land uses can be facilitated by the following:

a. Preservation Board review of proposed rehabilitation and/or conversion of "essential", and "priority" structures in and outside of preservation areas.

b. Architectural Review Board responsibility for reviewing initial development and modification of existing structures.

c. Enforcing ordinance modifications and enforcement of existing zoning requirements as proposed by the Plan.

d. Planning Department enforcement of neighborhood zoning changes.

II. Land Economics

Mitigation measures for reducing the impact of rising property taxes on low income homeowners include the following:

a. State property tax return which would shift a portion of the tax burden to sources other than taxes.

b. State constitutional amendments to allow only minor property taxes.

MITIGATION MEASURES

MITIGATION MEASURES

Because this impact report is based on a general Plan which provides general guidelines to shape more specific later decisions, mitigation measures will need to be proposed to mitigate negative impacts for future specific proposals. Mitigation measures discussed in this section, therefore, will take the form of suggested types of measures which could be utilized to mitigate expected negative impacts of the Plan.

I. Land Use

Mitigation of land use disruption and the ensuring of compatibility of contiguous land uses can be facilitated by the following:

- a. Preservation Board review of proposed rehabilitation and/or conversion of "essential", and "priority" structures in and outside of preservation areas.
- b. Architectural Review Board responsibility for reviewing infill development and modification of existing structures.
- c. Zoning ordinance modifications and application of special review requirements as proposed by the Plan.
- d. Planning Department enforcement of Neighborhood Quality Program.

II. Land Economics

Mitigation measures for lessening the impact of rising property taxes on low income homeowners include the following:

- a. State property tax reform which would shift a portion of the tax burden to sources other than taxes.
- b. State constitutional amendment to allow City and/or County income taxes.



c. Tax liens to allow deferment of property taxes until the owner sells or dies.

d. Extension of tax assistance programs currently in effect for senior citizens to all low income homeowners

e. Tax subsidies for low income homeowners.

f. State constitutional amendment to allow for a five-year moratorium on property value increases to stem rising property taxes (recommended under the Statewide Housing Plan).

g. Measures to provide tax credits or increased homeowners' exemptions to lower taxes or lessen tax impact.

III. Housing and Neighborhoods

Displacement of low income and elderly persons and residents could be prevented, lessened, or mitigated by the following:

a. State requirements for provision of housing for persons displaced by redevelopment or rehabilitation projects (the latter required by Code enforcement). State law requires substitute housing be provided for persons displaced by redevelopment projects. Recommendations for inclusion under the Statewide Housing Plan are requirements for property owners to contribute to relocation benefits if tenant eviction is chosen instead of mandated premise repair.

b. Funding programs providing loans for low income persons wishing to purchase property or homes. Sources of funding could include: CalVet or similar mortgage programs; private lending institutions coupled with public insurance programs (assigned risk or similar plans); local funding sources sponsored by redevelopment agency programs; and extension of

Federal programs for low income housing.

c. Local funding programs providing assistance for rehabilitation of homes of low income persons as required under Code enforcement: State programs to establish funds for low to moderate income homeowners; extension of CalVet and similar programs to provide financing for home improvements; authorization recommended by State proposals for cities and counties to use receivership, property liens, and deferred loans for repairs on homes when owners not willing or able.

d. Technical, legal, and volunteer assistance provided to homeowners and renters for rehabilitation of housing units including programs allowing renters to deduct costs of repairs which bring housing units up to Code, at the same time preventing retaliatory eviction.

e. Rent subsidy program sponsored and financed by the City.

f. "Tenant Conversion" and similar plans, under which tenants join together to purchase and rehabilitate housing. In some cases, renovation is undertaken by tenants themselves, using "sweat equity" as part of the basis for the loan. This is similar to State proposals for cooperative housing purchase by low and moderate income tenants.

g. Conservation programs, similar to that of Linwood Court, Cambridge, Massachusetts, could be used. To update some substandard housing units, the Cambridge Redevelopment Authority purchased the site, rehabilitated the structures for persons with low to moderate incomes, and then rented them out, with first priority to local residents. Development was assigned to a community based, non-profit organization.

h. Local, State, and Federal funding programs including use of tax increment funds to provide low income housing units (20% of redevelopment agency funding must be used for this purpose).



IV. Employment

Land use changes involving low rent businesses could minimize the displacement of these operations and employment opportunities they provide by locating alternate sites, organizing business owners to assist in rehabilitation of existing structures and by carefully selecting clearance sites.

V. Utilities

City officials and planners will need to cooperate with utility companies to achieve maximum efficiency in planning and providing service.

VI. Public Safety

Construction of additional fire stations and expansion of the number of police units and officers in the Central City could become necessary if response times become prohibitive due to traffic congestion. Increased fire response time could be mitigated in many areas by the installation of sprinkler systems in structures. The population resulting from Plan implementation may not require as great an officer/citizen ratio, so no expansion may be necessary.

VII. Economics

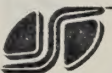
Tax revenues lost temporarily to the City during redevelopment projects should be made up in the long run as property values rise, creating higher property taxes. Mitigation for rising residential property taxes could include reform measures being suggested by State investigation which would ease the homeowners' portion of the tax burden. One such measure is currently under investigation and would include an income tax on persons working within the City. Another would be an in-lieu payment by State and Federal land holders within the City, similar to those paid by the Federal government in areas impacted by Federal installations. Expenditures by homeowners for bringing their homes up to code could be reduced by: counselling to assist owners to do much of the work themselves; property liens; publicly sponsored low

interest loans; and greater use of volunteer labor. Lessening the impact of rising rents may require Federal, State, or City programs including rent subsidy or provision of low rent housing.

VIII. Noise

Noise impacts are mitigated through Plan implementation by resulting traffic reductions, open space use and conservation of existing neighborhood densities. Future planning could mitigate noise impacts by utilization of the following as appropriate.

- a. Zoning to separate incompatible uses; require buffer strips and noise barriers and permit special development concepts like cluster and planned unit developments.
- b. Legal restrictions such as subdivision laws, building and health codes.
- c. Financing incentives to maintain open space and private incentives to obtain voluntary acoustical site design and construction measures.
- d. Acoustical site planning including building arrangement to minimize noise; separating noise source sensitive receptors; placing noise-compatible activities between sources and noise sensitive activities; orienting noise-sensitive buildings to face away from the noise source.
- e. Acoustical architectural design to incorporate noise-reducing concepts in details of buildings including building height, room arrangement, window placement, and balcony and courtyard design.
- f. Acoustical construction including treatment of buildings to reduce interior noise impacts, including use of walls, windows, doors, ceilings, and floors treated to reduce sound transmission.
- g. Revision of truck routing to minimize noise intrusions on sensitive receptors.



IX. Transportation

In a sense, the Plan transportation proposals are mitigation measures designed to reduce the magnitude of expected transportation problems. Thus general impacts of Plan transportation proposals will be positive, i.e., they will result in reduction of traffic and increased use of alternatives to the automobile. Many specific impacts, however, will be negative. To obtain Plan goals, many of these specific impacts cannot be mitigated. Since these proposals will be implemented on an incremental basis, however, opportunity for public comment and suggestion of mitigation measures should precede implementation and thus allow for maximum exploration of possible mitigation measures. The following are typical of mitigation measures which could be proposed:

- Businesses impacted by curb parking removal: Removal could be only during peak traffic hours. Alternate parking could be provided. Relocation assistance could be provided.
- Increases in traffic on designated major streets: Promotion of increased public transit, strict law enforcement, promotion of low traffic generating or tolerant land uses.
- Interference with truck maneuvers on C Street: Assistance in redesign of loading facilities to minimize conflicts.
- Points of congestion: Promotion of staggered work and store hours especially in vicinity, experimentation with alternate routing and traffic control measures. Promotion of public transit use.
- Residential areas impacted by increased traffic: Assistance in design of site modification to decrease site intrusion by traffic, with code revisions to facilitate this. Allowing conversion of residential structures in impacted areas such as 15th Street north of H to be converted to offices or other less sensitive uses.

X. History and Archeology

The conflict between industrial land use designation and the location of homes within preservation areas could be mitigated by preventing industrial use of the sites, or moving the structures to more suitable locations.

ALTERNATIVES

The first alternative is the proposed Central City Freeway. It is the only alternative that would provide a direct route from the downtown area to the airport. It would also provide a route for the proposed airport expansion. The second alternative is the proposed Airport Freeway. It would provide a route for the proposed airport expansion. The third alternative is the proposed Airport Freeway. It would provide a route for the proposed airport expansion.

From the first alternative, several alternatives are proposed for the proposed airport expansion. The first alternative is the proposed Airport Freeway. It would provide a route for the proposed airport expansion. The second alternative is the proposed Airport Freeway. It would provide a route for the proposed airport expansion. The third alternative is the proposed Airport Freeway. It would provide a route for the proposed airport expansion.

Page 4

Alternative 1 proposed a proposed airport expansion of 10,000 sq ft. The proposed airport expansion would provide a route for the proposed airport expansion. The second alternative is the proposed Airport Freeway. It would provide a route for the proposed airport expansion. The third alternative is the proposed Airport Freeway. It would provide a route for the proposed airport expansion.

ALTERNATIVES

ALTERNATIVES

The Major alternative to the proposed Central City Plan is to not have a Plan. To adequately assess this "no Plan" alternative, it is necessary to compare the impacts of Plan implementation against the no Plan alternative on a subject by subject basis. This has been done in the "Impacts of Plan Proposals" section of this report.

Aside from the no Plan alternative, several alternative applications of the Plan concepts are possible. The range of possibilities was indicated by the documents prepared in December of 1975 by Leo Daly Corporation, Real Estate Research Corporation and Wilbur Smith and Associates, "Choices for the Future" and "Alternative Schematic Plans Supplement". These documents were utilized in the planning process which lead to the formulation of the Plan upon which this environmental report is based. Three alternatives were presented. Each of these is summarized below.

I. Plan A

Alternative A projected a residential population growth of 11,000 and an employee population growth of 10,000 by 1990, the majority of which was expected to occur in the Central City "Core" with minor infill population growth in existing neighborhoods. Major features of the "Core" similar to those proposed in the Central City Plan included: a Multi-use Center; a planned high-density residential area east of the Convention Center; and a planned medium-density residential area on surplus State land. In the "Frame" (the boundaries of which are different from the Central City Plan "Frame") portions of the R-Street corridor were to be reused for residential and office uses. The major features of the "neighborhood areas" included infill preservation of the low-density character of existing neighborhoods, a planned low-density residential area west of Southside Park, and a planned medium-density residential area adjacent to the Sacramento River. Of the three alternatives, Plan A included the most extensive provision for open space facilities, with linear open spaces connecting all major Central City Parks, schools, cultural facilities, regional bikeways, and River parkways. The transportation system envisioned a 26% increase in travel within the Central City, a new roadway from 15th Street north to the freeway section of



State Route 160, and conversion of 12th Street to two-way. An express bus system would provide access from the suburban areas to the City's Core with 8th Street acting as a bus priority street. A fixed guideway system could act as a regional transit option.

II. Plan B

Alternative B projected a residential growth of 8,000 and an employment growth of 15,000 by 1990. The land use arrangement envisioned most of the employment growth occurring in the "Core" with some in the Frame. Most of the residential growth would occur in the "neighborhood areas". Within the "Core" the only feature similar to the Central City Plan would have been the Multi-use Center. Portions of the R Street corridor were to be converted to office use, with portions of the area between 19th, 21st, K, and Q Streets used for planned residential developments. Within the neighborhoods, vacant and low-density areas were to be infilled with medium-density apartments. Preservation of neighborhoods was to occur only in the northeast and southeast neighborhoods. Most new facilities of the open space system were to be developed within existing neighborhoods to serve increased residential populations. The transportation system envisioned a 27% increase in travel within the Central City, with more trips made into the Central City from outlying regions due to the employment growth. Major street developments included a C Street connector to be a major thoroughfare from I-80 to 7th, 8th, 9th, and 10th Streets. Suburban areas would be served by express bus service to the "Core" with 8th and O Streets acting as bus priority streets to improve bus travel speeds.

III. Plan C

Alternative C projected the lowest residential population growth, 4,000, and an employee growth of 10,000. The majority of the population growth was to occur in the "Core" with only minor infill growth in the existing neighborhood areas. Major features of the "Core" included: an urban office area along the K Street Mall; State development of land needed for office space; a planned medium-density residential area developed on surplus State land. Within the "Frame" portions of the R Street corridor were to be converted

to office and residential use. Preservation of the low-density character of existing neighborhoods would be accomplished through fostering rehabilitation. The open space system provided the least extensive facilities of the three alternatives with a network of "linear" open spaces planned to connect regional facilities entering the Central City and provide some access to a few major Central City parks, schools, and cultural facilities. A 19% increase in travel within the Central City was predicted. Additional access between the northeastern suburbs and the "Core" was to be provided by a new roadway connection between I-80 north of the railroad levee and C and D Streets at 21st Street. Traffic through the northeast neighborhood would be discouraged. An express bus system would provide access from the suburban areas to the "Core", using bus priority lanes on C, D, 7th, and 8th Streets with O Street serving as a bus mall.

The document "Choices for the Future" presented an evaluation matrix by which the three alternative plans were compared. The matrix which follows compares the Central City Plan impacts with those of the three alternatives. The symbol (+) indicates a positive impact, (-) indicates a negative impact and (0) indicates a neutral impact.



EVALUATION MATRIX

Criteria	Plan A	Plan B	Plan C	Central City Plan
TECHNICAL SOCIO-ECONOMIC CRITERIA				
ECONOMIC IMPACTS:				
Residential Real Estate Values	+ New residential developments would increase values.	+ Higher density in neighborhoods would increase values.	- Even with aggressive preservation efforts, an erosion of values may occur.	+ Continued rehabilitation of older homes and upgrading of substandard structures should increase values.
Non-Residential Real Estate	+ Values would increase due in part to high population growth.	+ Values would increase appreciably due to population growth and employment emphasis.	- Values would erode due to lack of significant new population support.	+ Values would increase due in part to resident and employee population growth.
Business Viability	+ Increased viability through population growth.	+ Enhanced viability by capturing more of regional market.	- Erosion of viability due to nearly stable population and buying power.	+ Increased viability through population growth.
Employment Opportunity	0 Tends to restrict opportunity by replacing non-residential land by residential use.	+ Provides broadest opportunity in number and range of new jobs.	+ Provides some opportunity through new government and private sector office employment.	+ Provides opportunity through expanded office and commercial development in CBD.
Business Displacement	- Some displacement of existing businesses.	- Some displacement of existing businesses.	- Least displacement of existing businesses.	- Possible displacement of some existing businesses.

SOCIAL IMPACTS:

Household Displacement	- Some displacement west of Southside Park unless appropriate replacement housing is provided.	- Some displacement west of Southside Park.	+ Least displacement only to the extent housing rehabilitation would displace some economic groups.	- Housing rehabilitation and lowering of occupancy of older structures will result in displacement of some households.
Housing Opportunity	+ Provides the greatest degree of opportunity through both preservation and new residential developments.	- Restricts opportunity of low and moderate income households.	- Minimal restriction of opportunity to the extent rehabilitation affects the rent structure.	+ Preservation, conservation and new construction should provide housing opportunity to most income levels.
Housing Type Diversity	+ Provides the greatest degree of diversity through both preservation and developments.	+ Provides some diversity in housing types.	0 Provides only minimal changes in diversity.	+ Preservation, conservation, and new construction programs should provide substantial diversity in housing types.

FISCAL IMPACTS:

Residential Property Tax	+ New residential developments would increase revenues.	+ Higher density in neighborhoods would increase revenues.	- Possible lag in realization of increased values by rehabilitation.	+ Preservation, conservation, and new construction programs resulting in higher land values would increase revenues.
Non-residential Property Tax	+ Increased revenues due to rise in land values.	+ Increased revenues due to rise in land values.	- Decreased revenues due to erosion of land values.	+ Increased revenues due to rise in land values.
Sales Tax	+ High population growth would increase economic support.	+ Employment and population growth would increase economic support.	- Low population growth would mitigate increased economic support.	+ Employment and population growth would increase economic support.



	<u>Plan A</u>	<u>Plan B</u>	<u>Plan C</u>	<u>Central City Plan</u>
Business Taxes	0 Foregoes additional revenues from business taxes.	+	-	+
		Increased revenues due to high non-residential growth.	Low population growth would mitigate increased business tax revenues.	Increased employment opportunity, growth in higher quality commercial establishments, growth in both resident and employee population should result in increased revenues from business taxes.
Service Costs	-	0	-	-
	Higher level of additional services and public facilities required to serve new population.	Minimal level of additional services and public facilities required.	Higher level of additional services and public facilities required to stem decline and assist in preservation efforts.	Higher level of additional services and public facilities required to serve new employee and residential population.
IMPLEMENTATION:				
Land Use Implications	-	+	-	+
	Requires significant governmental actions to implement a preservation program in so large an area.	Implementable to the extent tax increment financing is more viable with higher commercial uses. Medium "infill" implementable given current market trend.	Requires significant governmental actions to implement a preservation program in so large an area. Requires a change in State policy.	Implementable to the extent tax increment financing is more viable with higher commercial uses. Medium density "infill" implementable given current market trend.
				-
				Requires significant governmental actions for preservation and conservation programs.
TECHNICAL TRANSPORTATION CRITERIA				
SERVICE EFFECTIVENESS:				
Land Use Support to Public Transit Systems	+	+	+	+
	Provides support by increased employment concentrations and residential densities.	Provides support by increased employment activities and residential densities.	Provides support by increased employment concentrations.	Provides support by increased employment and residential populations.

Plan APlan BPlan CCentral City Plan

Public Transit Accessibility-Regional Travel (Fixed Guide-way would provide equal accessibility in Alternatives A, B,C.	+	+	+	+
	Provides better bus service through priority treatment and location to employee concentration.		Provides improved bus service.	Provides improved bus service through use of bus mall and express bus service.
Automobile Accessibility Regional Trips	+	-	+	-
	Improved access, particularly from Northeast Sacramento.	Minor increases in traffic congestion.	Improved overall traffic movement between freeways and Central City activity centers.	Increased congestion on some streets at traffic restricted and one-way streets changed to two-way.
Intra Central-City Travel	0	0	0	-
	No significant improvement for resident trips		in each alternative.	Conversion of some streets in neighborhoods from one-way to two-way could result in increases in Central City travel time.
Diversion of Auto Travel to Public Transit.	+	+	+	+
	Major increase in proportion of trips by transit.		Minor increase in proportion of trips.	Major increase in proportion of transit trips due to restricted parking for commuters.
ENVIRONMENTAL IMPACT:				
Contributes to Air Quality	+	-	-	-
	Generates least emissions.	Generates most emissions due to higher level of activity.	Generates moderate emissions.	High emissions would be concentrated in high traffic areas.
Reduced Traffic Noise in Residential areas.	+	0	+	+
	Provides minor reduction of noise in the N.E. neighborhood and least noise increase in Alkali Flat.	Provides no improvement to noise.	Reduces noise in the N.E. neighborhood and residential areas south of S Street.	Provides reduction of noise in those neighborhoods experiencing reduction of traffic levels.



	<u>Plan A</u>	<u>Plan B</u>	<u>Plan C</u>	<u>Central City Plan</u>
Contributes to Reduced Energy Consumption	+ Consumes least energy.	- Consumes most energy due to higher activity level.	0 Moderate energy consumption.	+ Suggests means to achieve major reduction in energy consumption.
Improves Visual Impact of Transportation System	- 15th Street extension northward would have a significant visual impact, although largely confined to an industrial area.	0 No transportation related changes.	- New C and D connector to I-80 would cross a proposed park (City dump).	- 15th Street extension northward would have a significant visual impact, although largely confined to an industrial area.
COMMUNITY IMPACTS:				
Reduces Neighborhood Intrusion/Disruption	0 Minor reduction in traffic in N.E. Neighborhood. Some disruption in Alkali Flat.	- Some disruption in Alkali Flat and S. Side Park areas. Minor traffic increases along east-west streets.	+ Reduction in traffic in N.E. & S.E. neighborhoods. Some disruption in Alkali Flat.	+ Reduction in traffic in neighborhoods including reduction of streets converted from one-way to two-way, with traffic restricted.
Minimize Displacement of Dwelling Units by Transportation Improvements.	0 Minor displacement.	0 Minor displacement in Alkali Flat.	- Major displacement in N.E. and Southside Park areas.	0 Minor displacement in Alkali Flat.
Minimize Disruption of Business Establishments by Transportation Improvements	- Minor disruption due to elimination of some on-street parking and reduction in access to industries along D Street.	- Minor disruption due to elimination of some on-street parking and a major impact upon a few establishments near C Street at I-80.	- Minor disruption due to elimination of some on-street parking and loading restrictions to the railroad sidings along C and D Street during peak periods.	- Minor disruption due to elimination of some on-street parking.
IMPLEMENTATION:				
Transit Financial Feasibility	- A major shortfall of local transit operating revenues and subsidies would occur for either the bus or fixed guideway system for each alternative and the Central City Plan.	-	-	-

Plan APlan BPlan CCentral City Plan

Suitability of
Present Funding
Mechanisms

The proposed transit system would require additional local funding for each alternative and the Central City Plan.

Coordination with
Regional Plans. Fixed
Guideway would be
dependent upon
decisions made in the
suburban services
corridors for all
alternatives.

15th Street
extension con-
struction of I-80
bypass.

No major
contingencies.

C-D Street connector
contingent upon NOT
constructing I-80
bypass.

No major contingencies.

Roadway Financial
Feasibility

Insufficient
local funds to
construct 15th
extension with-
out reassignment of
project funds.

No major
shortfalls.

Insufficient local
funds to construct
C-D Street connector
without reassignment
of other project funds.

Federal and State financial
assistance would likely be
necessary to construct the
major modifications proposed.

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GOAL CRITERIA

GOALS:

Housing and
Residential

Retains strong
components of neigh-
borhood preservation
as well as provides
housing diversity.

Converts much
land to non-
residential use.

Retains strong
components of
neighborhood preserva-
tion.

Retains strong components of
neighborhood preservation and
housing conservation.

Parks and
Recreation

Provides extensive
facilities for both
new residential
areas as well as
existing neighbor-
hoods.

Provides adequate
facilities to
serve the additional
population in existing
neighborhoods.

Provides basic
facilities to serve
the existing neighbor-
hoods.

Provides extensive facilities
for new residents of planned
residential neighborhoods as
well as existing neighborhoods.

Commercial

High population
plus moderate em-
ployment growth pro-
vides added purchas-
ing power.

High employment
growth plus moderate
population growth pro-
vides some added pur-
chasing power.

Low population growth
plus fewer opportunities
to attract more affluent
power in moderate to high
creates stagnant pur-
chasing power.

Population and employee growth
provides added purchasing
power in moderate to high
income levels.



	<u>Plan A</u>	<u>Plan B</u>	<u>Plan C</u>	<u>Central City Plan</u>
Office/Industrial	- Restricts development somewhat due to the high residential growth emphasis.	+ Provides most opportunity for office and industrial development by allocating variety of sites. Provides better balance of "blue collar" and "white collar" jobs.	+ Encourages some development but makes no provisions for expanded employment-oriented areas.	- Industrial growth limited to infill development of northern and southwestern areas of Central City. + Office growth fostered in Core and along corridors of Frame.
Environment	+ Provides the least adverse effect related to transportation. Supports preservation. Improves upon existing activity centers. Encourages evening CBD activities.	- Provides the most effect related to transportation. Does not support preservation. Improves upon existing activity centers. Encourages evening CBD activities.	+ Provides the least effects related to transportation. Improves upon existing activity centers.	+ Encourages balanced use of Central City. Supports preservation. Traffic congestion will increase, energy consumption will decrease.



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METHODOLOGY FOR ESTIMATING DEFICIENT HOUSING

No current reliable data is available on the condition of Sacramento's housing stock from any existing agency or source. Yet some quantification is necessary to establish priorities based upon the type of treatment required for various neighborhoods as part of a comprehensive Central City revitalization strategy.

To provide a suitable proxy measure, we adopted a methodology which defines deficient housing as that falling below a certain threshold for rental or ownership units. This approach, which utilizes Census data, we believe is appropriate as it is in effect a measure of market dynamics, through operation of the "trickle down" process. Adaptation of this methodology has the further advantage of tying into city-wide estimates utilizing a similar approach in the housing Assistance Plan for the Community Development application.

For this purpose "deficient" housing was defined as owner-occupied units with a value below \$10,000 or renting for less than \$80 in 1970. A slightly higher standard for ownership housing was utilized than the city-wide level of \$7,500 because of the relatively small portion of ownership units in the total Central City median value was \$14,500 at that time. A slightly lower threshold for rental housing was established than the city-wide \$100 level due to the relatively lower overall median for the central area in comparison with the rest of the city.

The steps used in the methodology are described as follows:

1. Total number of ownership units in each value category to \$10,000 were summed for each neighborhood and the Central City.
2. Total number of rental units in each rent category to \$80 were summed for each neighborhood and the Central City.
3. From these totals the number of units of low-rent public housing based upon the number of units in projects located in the various tracts (provided by the Sacramento Housing and Redevelopment Agency) were deducted as these are presumed "sound" units.

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Witness my hand and the seal of the University of Illinois at Urbana-Champaign, this 1st day of June, 1975.

4. The ownership and rental units were summed to determine a total deficient housing estimate by neighborhood and for the Central City as a whole.
5. Total units derived by this method were divided into a ratio of four to one to allocate those units considered "substandard", i.e. infeasible for rehabilitation and those "suitable for rehabilitation". This standard was originally used by the Sacramento Regional Area Planning Commission for regional estimate of housing condition in the report "Quantitative Housing Needs", June 1974; and it was incorporated into the Community Development Application for the City of Sacramento.
6. The computation of "substandard" units by this method is compared with the Census reports of units "lacking some or all plumbing," and is found to be higher. This larger number seems reasonable, however, given the limitation of plumbing alone as a determinant of "substandardness", and the concentration of some of the city's oldest housing stock, and the incidence of "bootleg" conversions and other deficiencies which have developed in the Central City stock over the years.

Source: Real Estate Research Corporation, Housing Market and Related Services Report, October, 1976.



COMMON ORNAMENTAL TREES AND SHRUBS OF SACRAMENTO
STREET TREES OF THE CENTRAL CITY

<u>Common Name</u>	<u>Scientific Name</u>
Blackwood Acacia	<u>Acacia melanoxylon</u>
Modesto Ash	<u>Fraxinus velutina</u>
*Camphor Tree	<u>Cinnamomum camphora</u>
Carob	<u>Ceratonia siliqua</u>
American Elm	<u>Ulmus americana</u>
*Chinese Elm	<u>Ulmus parvifolia</u>
Chinese Hackberry	<u>Celtis sinensis</u>
Grecian Laurel	<u>Laurus nobilis</u>
Honey Locust	<u>Gleditsia triacanthos</u>
Loquat	<u>Eriobotrya japonica</u>
Maiden Hair Tree	<u>Ginkgo biloba</u>
*Sugar Maple	<u>Acer saccharum</u>
Cork Oak	<u>Quercus suber</u>
Red Oak	<u>Quercus rubra</u>
Seville Orange	<u>Citrus aurantium</u>
Evergreen Pear	<u>Pyrus kawakami</u>
Chinese Pistache	<u>Pistacia chinensis</u>
Purple Leaf Plum	<u>Prunus cerasifera</u>
*American Sycamore	<u>Platanus occidentalis</u>
Tree of Heaven	<u>Ailanthus altissima</u>
Washington Thorn	<u>Crataegus phaenopyrum</u>
Japanese Zelkova	<u>Zelkova serrata</u>
*Mexican Blue Palm	<u>Erythea armata</u>
*California Fan Palm	<u>Washington filifera</u>
*Mexican Fan Palm	<u>Washingtonia robusta</u>
Windmill Palm	<u>Trachycarpus fortunei</u>
Deodar Cedar	<u>Cedrus deodara</u>
California Incense Cedar	<u>Libocedrus decurrens</u>
Fern Pine	<u>Podocarpus gracilior</u>
Canary Island Pine	<u>Pinus canariensis</u>
Japanese Black Pine	<u>Pinus thunbergi</u>
Redwood	<u>Sequoia sempervirens</u>

COMMON SHRUBS AND VINES OF THE CENTRAL CITY

**Pyramid Arborvitae	<u>Thuja occidentalis pyramidalis</u>
Azalia	<u>Rhododendron spp.</u>
Lemon Bottlebrush	<u>Callistemon citrinus</u>
**Boxwood	<u>Buxus japonica</u>
**Gardenia	<u>Gardenia jasminoides</u>
Oregon Grape	<u>Mahonia aquifolia</u>
**Chinese Hibiscus	<u>Hibiscus rosa-sinensis</u>
Holly	<u>Ilex spp.</u>
*Boston Ivy	<u>Parthenocissus tricuspidata</u>
English Ivy	<u>Hedera helix</u>
**Chinese Juniper	<u>Juniperus chinensis</u>
Cherry Laurel	<u>Prunus caroliniana</u>

*Most common street trees

**Most common shrubs



Common NameScientific Name

Laurustinus	<u>Viburnum tinus</u>
Lily of the Valley Shrub	<u>Pieris japonica</u>
Mock Orange	<u>Mahonia aquifolia</u>
**Myrtle	<u>Myrtus communis</u>
**Glossy Privet	<u>Ligustrum lucidum</u>
Pyracantha	<u>Pyracantha coccinea</u>
Redbud	<u>Cercis occidentalis</u>
Rock Cotoneaster	<u>Cotoneaster horizontalis</u>
Rose of Sharon	<u>Hibiscus syriacus</u>
Shiny Xylosma	<u>Xylosma congestum</u>
**English Yew	<u>Taxus baccata</u>

**Most common shrubs



COMMON WEED AND WASTELAND PLANTS OF THE SACRAMENTO AREA

<u>Common Name</u>	<u>Scientific Name</u>
Cheeseweeds	<u>Malva parviflora</u>
Cranebill	<u>Geranium dissectum</u>
Filaree	<u>Erodium spp.</u>
Yellow Oxalis	<u>Oxalis corniculata</u>
Spotted Spurge	<u>Euphorbia supina</u>
California Poppy	<u>Eschscholzia californica</u>
Field Mustard	<u>Brassica campestris</u>
Hedge Mustard	<u>Sisymbrium officinalis</u>
Wild Radish	<u>Raphanus sativus</u>
Sheppards Purse	<u>Capsilla bursa-pastoris</u>
Common Chickweed	<u>Stellarca media</u>
Common Purslane	<u>Portulaca oleracea</u>
Curly Dock	<u>Rumex crispus</u>
Yard Grass, Wire Grass	<u>Polygonum aviculare</u>
Rough Pigweed	<u>Amaranthus retroflexus</u>
Scarlet pimpernal	<u>Anagallis arvensis</u>
Common Plantain	<u>Plantago major</u>
Wild Morning Glory	<u>Convolvulus arvensis</u>
Black nightshade	<u>Solanum nigrum</u>
Common Mullein	<u>Verbascum thapsus</u>
Common Horehound	<u>Marrubium vulgare</u>
Bur Clover	<u>Medicago hespida</u>
Winter Vetch	<u>Vicia villosa</u>
Spring Vetch	<u>Vicia sativa</u>
Common Sunflower	<u>Helianthus annuus</u> var. <u>lenticularis</u>
Western Ragweed	<u>Ambrosia psilostachya</u>
Dog Fennel, Mayweed	<u>Anthemis cotula</u>
Pineapple Weed	<u>Matricaria matricarioides</u>
Common Groundsel	<u>Senecio vulgaris</u>
Milk Thistle	<u>Silybum marianum</u>
Bull Thistle	<u>Cirsium vulvare</u>
Chicory	<u>Cichorium intybus</u>
Sow Thistle	<u>Sonchus asper</u>
Prickly Lettuce	<u>Lactuca serriola</u>
Dandelion	<u>Taraxacum officinale</u>
Nut Grass	<u>Cyperus rotundus</u>
Soft Chess	<u>Bromus mollis</u>
Wild Oats	<u>Avena fatua</u>
Bermuda Grass	<u>Cynodon dactylon</u>
Crab Grass	<u>Digitaria sanguinalis</u>
Knot Grass	<u>Paspalum distichum</u>
Dallis Grass	<u>Paspalum dilatatum</u>

BIRDS IN THE SACRAMENTO CENTRAL CITYCommonly Nesting in the Central City

Mallard	Winters in Sacramento Area
Hawk, Cooper's	Resident
Kestrel	Resident
Quail, California	Resident
Killdeer	Resident
Dove, Mourning	Most common in the summer
Owl, Barn	Resident
Hummingbird, Black-chinned	Spring and Summer only
Hummingbird, Anna's	Resident, very common
Martin, Purple	Spring and Summer only
Jay, Scrub	Resident
Magpie, Yellow-billed	Resident
Bushtit, Common	Resident
Mockingbird	Resident
Robin, American	Resident
Starling	Resident, introduced from Europe
Sparrow, House	Resident, introduced from Europe
Oriole, Hooded	Spring and Summer
Oriole, Northern (Bullock's)	Spring and Summer
Blackbird, Brewer's	Resident
Cowbird, Brown-headed	Most common in the summer
Grosbeak, Black-headed	Spring and Summer only
Finch, House	Resident

Seen Within the Central City

Grebe, Eared	Sighted year around
Grebe, Pied-billed	Sighted year around, common
Goose, White-fronted	Winters in Sacramento Area
Goose, Snow	Winters in Sacramento Area
Pintail	Winters in Sacramento Area
Duck, Ring-necked	Winters in Sacramento Area
Scaup, Lesser	Winters in Sacramento Area
Hawk, Sharp-shinned	Winters in Sacramento Area
Falcon, Peregrine	Has been seen over the Capitol Area
Falcon, Merlin	Winter only
Coot, American	Winter only
Gull, Herring	Winter only
Gull, California	Winters in Sacramento Area
Gull, Ring-billed	Winters in Sacramento Area
Owl, Screech	Winters in Sacramento Area
Poorwill	Summer only
Hummingbird, Rufous	Spring and Fall
Hummingbird, Allen's	Spring and Fall
Flicker, Red-shafted	Spring and Fall
Sapsucker, Red-breasted	Spring and Fall
Woodpecker, Downy	Spring and Fall
Phoebe, Say's	Spring and Fall
Crow, Common	Very common to Central City



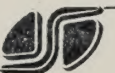
Nuthatch, Red-breasted	Winters in Sacramento Area
Creeper, Brown	Winters in Sacramento Area
Wren, House	Winters in Sacramento Area
Wren, Bewick's	Winters in Sacramento Area
Thrush, Varied	Winters in Sacramento Area
Thrush, Hermit	Winters in Sacramento Area
Kinglet, Ruby-crowned	Winters in Sacramento Area
Pipit, Water	Winters in Sacramento Area
Waxwing, Cedar	Winters in Sacramento Area
Vireo, Hutton's	Winters in Sacramento Area
Warbler, Orange-crowned	Winters in Sacramento Area
Warbler, Myrtle	Winters in Sacramento Area
Warbler, Audobon's	Winters in Sacramento Area
Junco, Oregon	Winters in Sacramento Area
Sparrow, White-crowned	Winters in Sacramento Area
Sparrow, Golden-crowned	Winters in Sacramento Area

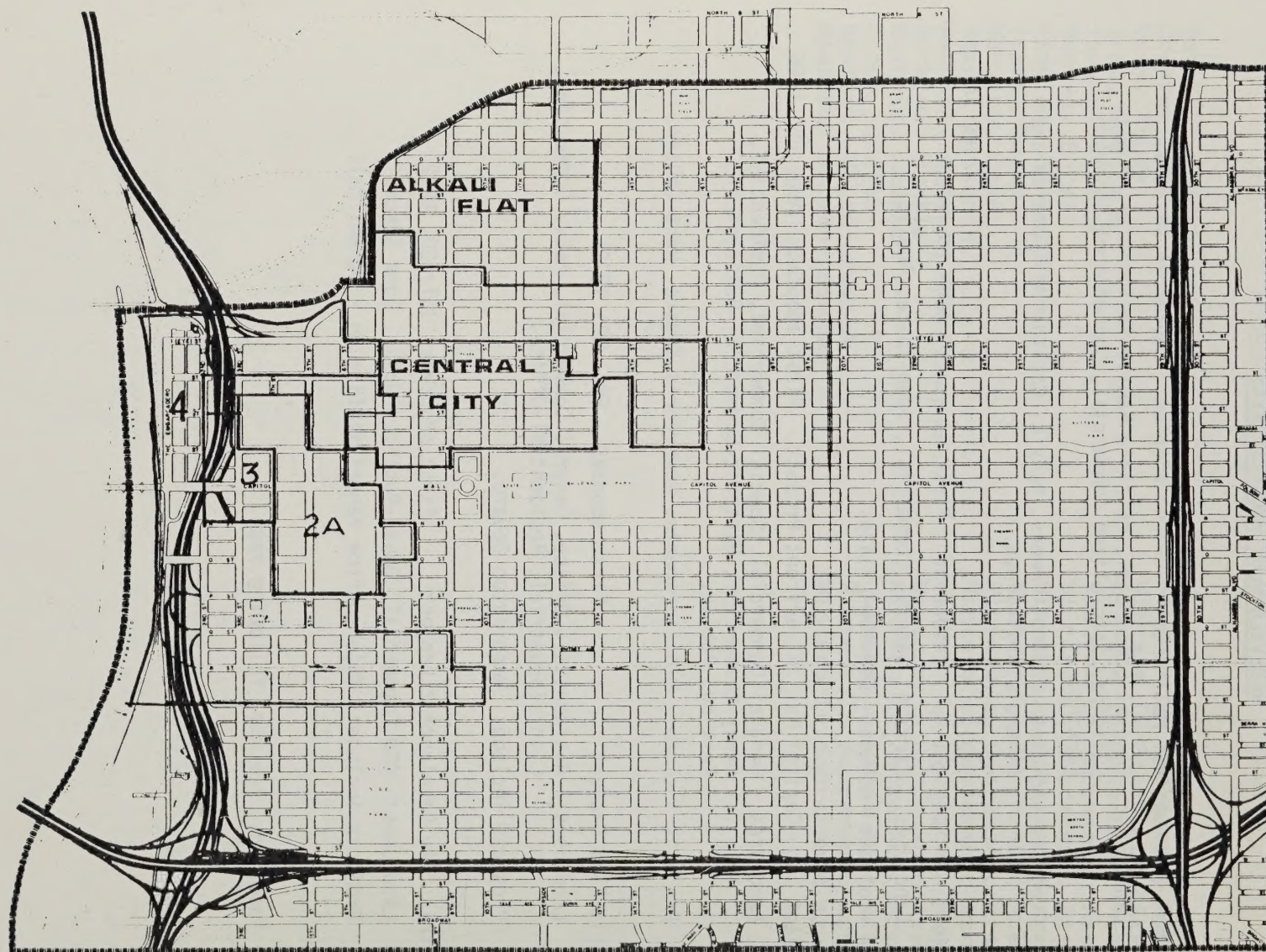


REDEVELOPMENT PROJECT AREAS

- Project 2A: Capitol Mall Area First adopted: September 13, 1955
Land Uses: General Commercial, Multiple Family Residential, Public Buildings/Specialized Commercial, Convenience Shopping, Parking.
Projects include: Capitol Towers, Macy's, Capitol Mall office and financial buildings.
- Project 3: Capitol Mall Extension First adopted: June 16, 1960
Land Uses: Parking, General Commercial, Open Space, Public.
Projects include: Downtown Plaza.
- Project 4: Capitol Mall Riverfront Project First adopted: Aug. 25, 1966
Land Uses: General Commercial, Special Commercial, Residential, Heavy Commercial, Historic-Commercial-Residential, Parking, Public.
Projects include: Old Sacramento, Governor's Square, Wong Center.
- Alkali Flat Project First adopted: Feb. 10, 1972
Land Uses: Residential, Office, General Commercial, Heavy Commercial, Light Industrial, Residential-Office.
Projects include: Washington Square.
- Central City Development Project First adopted: July 20, 1972
Land Uses: CBD Commercial, Quasi-Public, Public, Open Space.
Projects include: Major office rehabilitation on K Street Mall.

For locations, see map, following page.





central
city California
Sacramento study

REDEVELOPMENT
PROJECT

Legend:

Scale in Feet

0 300 600 900



CENTRAL CITY HISTORICAL LANDMARKS

The following historical landmarks have been registered by the California Historical Landmarks Advisory Committee and the Director of the California Department of Parks and Recreation. Some of these sites have been covered by newer development. Many original buildings still stand while others have been restored.

<u>Register #</u>	<u>Site</u>	<u>Location</u>
366	Pioneer Telegraph Station	1015 Second Street
**525	Sutter's Fort	27th & L Streets
526	California's 1st Passenger Railroad	3rd & R Streets
591	Sutter's Landing	29th & B Streets
592	New Helvetia Cemetery	Alhambra, I to J Streets
594	Site of China Slough	4th & I Streets
595	Eagle Theater	921 Front Street
596	Newton Booth Home Site	1015-17 Front Street
597	What Cheer House	S.E. Corner, Front & K
598	First Stage & Railroad Site	S.W. Corner, Front & K
**599	E.B. Crocker Art Gallery	216 O Street
600	"Big Four" Headquarters	Old Sacramento
601	Western Hotel	209-21 K Street
602	Ebner's Hotel	111 K Street
603	Lady Adams Building	113-15 K Street
604	Sam Brannan House Site	112 J Street
605	Sacramento Union Site	121 J Street
**606	B.F. Hastings Building	Old Sacramento
607	Adams & Co. Building	1014 Second Street
608	Orleans Hotel Site	1018 Second Street
609	D.O. Mills Bank Building	226 J Street
610	Overton Building	N.W. Corner, 3rd & J
611	Original Sacramento Bee Building	1016 3rd Street
612	Pioneer Mutual Volunteer Firehouse	Third Street
613	Congregational Church Site	915 6th Street
**614	Stanford-Lathrop Home	800 N Street
654	Site of the First Jewish Synagogue owned by a Congregation on the Pacific Coast	7th, between Capitol & L Old Sacramento
780	1st Transcontinental Railroad	
**812	Old Sacramento	
**823	Governor's Mansion	S.W. Corner, 16th & H

For more detailed information, see California Historical Landmarks, published by the Department of Parks and Recreation, State of California.

**These buildings and sites, with the State Capitol Building; the SPRR Depot; Heilbron House, 704 O Street; J. Neeley Johnson House, 1029 F Street; and a recent nomination, the Hubbard-Upson House, 1010 F Street, have also been included in the National Register of Historic Places, 1976 edition.



ZONING CHANGES PROPOSED

Changes in zoning patterns and development standards have been recommended for the Central City under the Plan proposals. General changes to the zoning pattern are reflected by the difference between the designated land uses and the existing zoning map. The Designated Land Use Plan is currently drawn in a general manner, to be further detailed upon preparation for public hearings for rezoning:

- 1.) CBD -- Areas designated for high density residential-office between 14th, 16th, J and L Streets currently zoned C-3, Central Business District Zone.
- 2.) Core -- Areas designated for planned residential and residential-office are currently zoned C-3.
- 3.) Frame/ Non-Residential Area --
 - a. R Street Corridor -- Designated Heavy Commercial and Commercial, and currently zoned light industrial.
 - b. 21st Street on the east side between S and W Streets -- Designated for residential, currently zoned C-2, general commercial.
 - c. 19th Street on the east side between E and H Streets -- Designated residential, currently zoned C-4, heavy commercial.
 - d. Block bounded by 13th, 14th, U and V Streets -- Designated residential, currently zoned C-4.
 - e. Northerly half of B-C block between 20th and 29th Streets -- Designated for residential, currently zoned light industrial.
 - f. Various other locations where zoning is to be adjusted closer to existing land use.
- 4.) Frame/Residential Area --
 - a. General reduction of residential densities to closer reflect existing average densities in the area.
 - b. Various locations where zoning is to be adjusted to reflect existing residential land uses.

The Plan also recommends various changes to existing development standards. These include set-backs, parking requirements, height limits and special uses for residential areas, set-backs for residential and commercial areas.



REDEVELOPMENT

The Plan generally reflects the goals and development objectives of the Redevelopment Plans in the Central City. See Exhibit E for boundaries of Redevelopment Project Areas. The Draft Plan contains general guidelines for land uses and development standards with references to the Redevelopment Plans for specific land use and development regulations. The following are areas of the draft plan and noted differences with adopted redevelopment plans:

- 1.) Plan designates heavy commercial on R Street between 2nd and 10th Streets; however, Redevelopment Plan Project 4 designates this portion of R for heavy commercial/light industrial.
- 2.) Plan suggests offices as a permitted use above the ground floor in the area designated for shopping center. This area is generally between 3rd and 7th, J and L Streets. Redevelopment Plan Project 2A and 3 indicates this area for general commercial.
- 3.) Plan proposes the conversion of S Street to two-way traffic. Redevelopment Plan Project 4 designates S as a one-way street.
- 4.) Plan proposes the connection of C Street with 7th Street. The Alkali Flat Redevelopment Plan does not indicate this connection and the land uses designated for the proposed right-of-way are industrial uses and existing playground.
- 5.) Plan proposes to phase out the existing Alkali playground located on the northeast side of C Street between 9th and 10th. The Alkali Flat Redevelopment Plan does not contain this proposal.



ADDENDUM

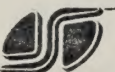
CENTRAL CITY PLAN REVISIONS

The analysis contained in this report was based on the original Central City 1990 Comprehensive Plan, dated February, 1977, which has since been revised by the Central City Study Committee. Portions of the original Plan were deleted, modified, or amended during the revision process. While most of the impact analysis contained within the body of this report is still applicable to the revised Plan, certain impacts and mitigation measures are altered as a result of the Plan revision. The major revisions, their altered impacts, and mitigation measures are discussed below.

LAND USE PLAN

Voluntary code enforcement. The original Plan called for mandatory and systematic housing code enforcement which would eventually bring all Central City housing units up to code standards. The revised Plan proposes that housing code enforcement be on a voluntary and complaint basis. The major positive impact of this provision will be on low income tenants and homeowners, who would not be as likely to experience higher housing costs. The major negative impact would be the possibility of continued deterioration of structures with resulting blight and lowered property values. This could be mitigated to some extent by the enforcement of complaint provisions of the Plan.

Zoning modifications for Land Use Plan implementation. The revised Plan includes several zoning modifications which would be immediately acted upon to implement the Land Use provisions. These would be concerned with new development, and would include: rezoning of low density areas with sound housing to R-3; consideration of R-1 and R-2 zones; R-4 density lowered from 60 to 40 units/acre; R-5 zoning for areas designated as needing high density residential development; establishment of height limitations where none presently exist; use of C-2 zones for "mixed uses" and R-O zones for "mixed use-residential emphasis" as designated by the Land Use Plan. Positive impacts of these actions could include: greater neighborhood cohesiveness and compatibility



in single family and low density neighborhoods; prevention of intensive high-density apartment development in existing low density multiple family residential areas; overall compatibility of new and existing residential structures; overall decreased land area covered by R-4 and R-5 zones; and greater incentive for development of low density residential structures in appropriate neighborhoods. Negative impacts could include: some decrease in property values for parcels experiencing loss of development options; possible decrease in property tax revenues if property values decrease; and lower returns to owners from development within residential areas due to density decreases. These impacts could be mitigated by continued interest in the Central City as a residential, employment, and commercial area, and by conservation of single family neighborhoods which should result in an increase in property values for both commercial and residential parcels.

Building height restrictions for non-residential areas. Building height restrictions have been suggested in the revised Plan for several zones where such regulations did not previously exist. Also included is the suggestion that the Architectural Review Board and the Preservation Board be given the authority to limit building heights even further to bring about compatible development. The primary impact of establishment of building height restrictions in nonresidential areas would be the potential for more compatible infill development throughout the Central City.

HOUSING

Market rate housing. To meet market rate housing demands, it would be necessary to construct a total of 4670 new units in the Central City (See map, page 74 of the revised Plan). The revised Plan suggests that 3500 of these would be infill development on vacant lots and planned new residential developments and 1170 would be replacement housing for demolished substandard structures. The impact of this construction would include the addition of approximately 5900 new residents, assuming the present household size of 1.69 persons/household. Impacts of this additional population would include greater demand for goods and services, greater use of transportation facilities, increased



employment, and greater tax revenues to the City from sales and property taxes. Negative aspects of these impacts include greater need for City expenditures for public services and facilities, possible increase in congestion on City streets from increased traffic, greater consumption of energy within the Central City, and possible increases in air polluting emissions. Mitigation measures for these impacts could include: higher tax rates; greater development and use of public transit facilities; and establishment of energy conservation methods in new construction and in future motor vehicles. On a regional scale, for new residents moving from outside the Central City, there should be a corresponding decrease in traffic congestion, pollutant emissions, and fuel consumption on major arterial and freeway corridors entering the area.

Low income housing. Housing need is defined as a desire for acceptable housing which is not being supplied by the private housing market. The Plan has estimated that at the present, there are 6186 households within the Central City in need of housing assistance. Approximately two-thirds of this need could be satisfied by rehabilitation of structures. The revised Plan has specific objectives for meeting low income housing needs. Rehabilitation of older structures is included, although full implementation of this proposal could result in raised rents, with a number of low income residents and families displaced by higher housing costs. To provide additional housing, Federal and State programs have been examined to determine their adequacy. These programs, included under Plan proposals, would provide for: construction of low rent units; rent subsidy or assistance; and financial assistance for rehabilitation of owner-occupied structures. As noted on page 77 of the revised Plan, full implementation of these programs will provide all but 1200 of the needed units. This remainder must be met through other sources, and the Plan suggests that other Federal, State, and local programs be studied. The impact of full implementation of Plan proposals, including Federal and State programs, would be provision of adequate replacement housing for all low income households displaced by other Plan developments. In themselves, the Plan proposals will act as mitigation measures for the negative impact of displacement of low income residents. The major unmitigated negative impact for this portion of the Plan will be the increased expenditure of City funds. State and Federal programs may make up some of the deficit, and rising property taxes may also help, as will use of tax increment funding for some of the housing.



Indigent persons. The revised Plan includes proposals to locate additional housing and rehabilitation for indigent persons throughout the County rather than concentrated in the Central City. Positive impacts of this would be the increased desirability for persons to again enter the Central Business District and other parts of the Central City to live, work, play, and shop. Negative impacts include the additional expenses of providing such shelter, and the fact that outlying areas could be subjected to some problems associated with these persons, such as panhandling and public drunkenness. Much of this could be mitigated by the adequate care and rehabilitation proposed as part of these programs.



U.C. BERKELEY LIBRARIES



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